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# THE AMERICAN School Board Journal

A PERIODICAL OF SCHOOL ADMINISTRATION

*large*  
**In This Issue:**

★ Portrait of an Educational Statesman—Willet-Jensen

★ Make the School Lunch Successful—Thomas

★ Strengthening Local Taxes for Schools—Mitchell

★ The U.S. Office of Education—Exton

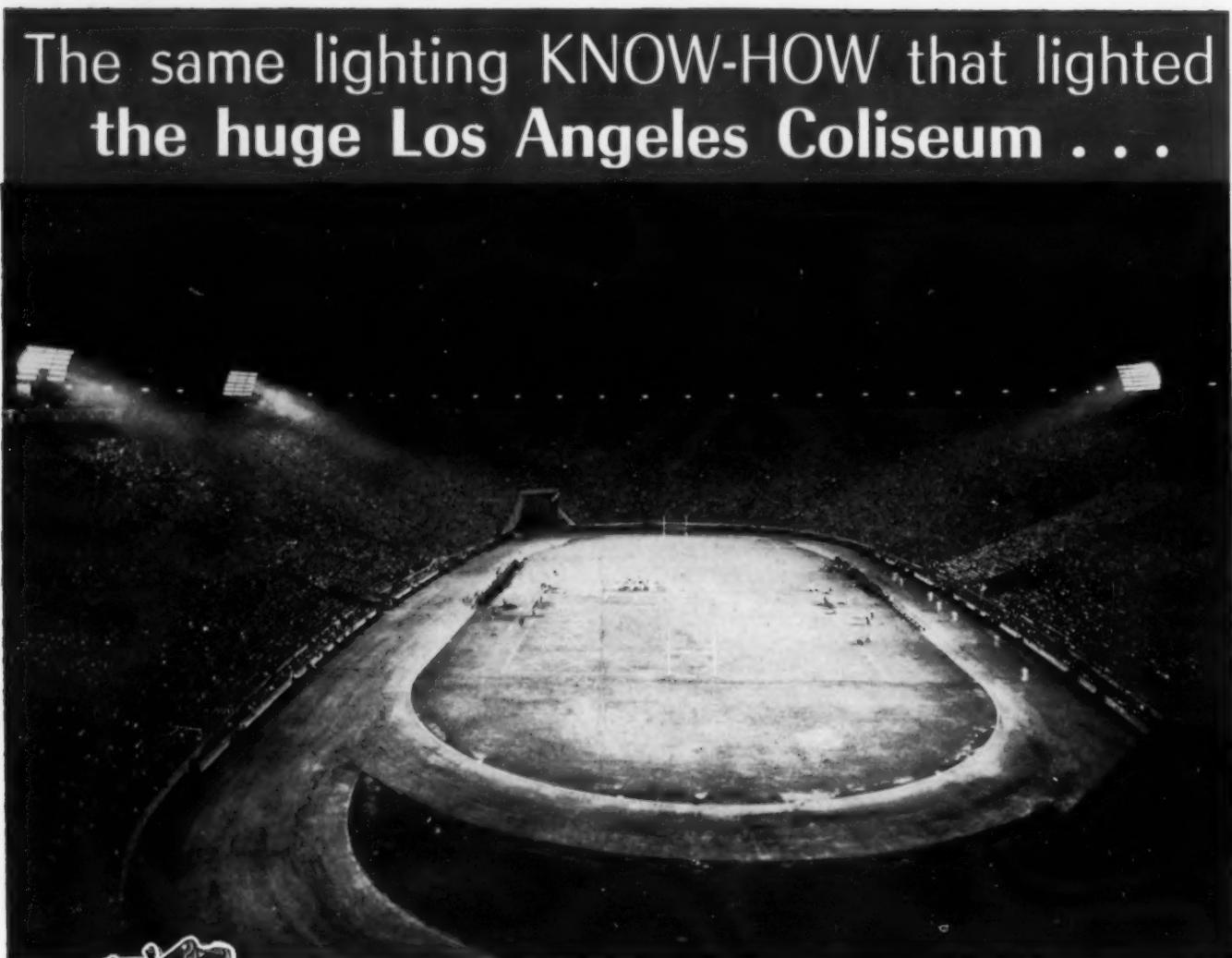
★ Holdrege Meets Needs  
of Its Future Citizens—Schroeder



VOLUME 125, NUMBER 6

DECEMBER, 1952

# The same lighting KNOW-HOW that lighted the huge Los Angeles Coliseum . . .



. . . is available to YOU



**Crouse-Hinds Type LCE-1120  
Long-Range Floodlight  
for use where lighting towers  
are at a great distance  
from the playing field.**

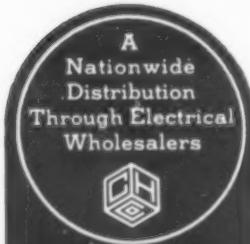


**Crouse-Hinds Type FLA  
The ideal floodlight  
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The Los Angeles Coliseum is one of the world's largest football stadiums with a capacity of 105,000 people. The proper lighting of this huge amphitheater called for skilled planning and the best of floodlighting equipment. Crouse-Hinds experienced illumination engineers designed the installation and Crouse-Hinds long-range heavy-duty Type LCE-1120 Cast Aluminum Floodlight was selected for the job because it is ideal for use where the light must be projected a great distance.

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Night games draw BIG crowds. When the above photograph was taken there were 90,910 people in the Coliseum. It's the same story in small towns, many more people turn out for night games. Get your share of the extra revenue that night games bring in. Start planning NOW for floodlighting your field for next season's games. Send drawings and details, and Crouse-Hinds illumination engineers will gladly recommend the proper selection and arrangement of floodlights for any application.



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# THE AMERICAN School Board Journal

*A Periodical of School Administration*

December  
1952

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TITLE PAGE AND INDEX

A Title Page and Index to Volume 125, July to December, 1952, has been prepared. A post card addressed to Bruce-Milwaukee, P.O. Box 2068, Milwaukee 1, Wis., will bring a copy.

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LUDMAN

# THE NEW **Auto-Lok**

AUTOMATIC LOCKING  
PATENTED

## SCHOOL WINDOW

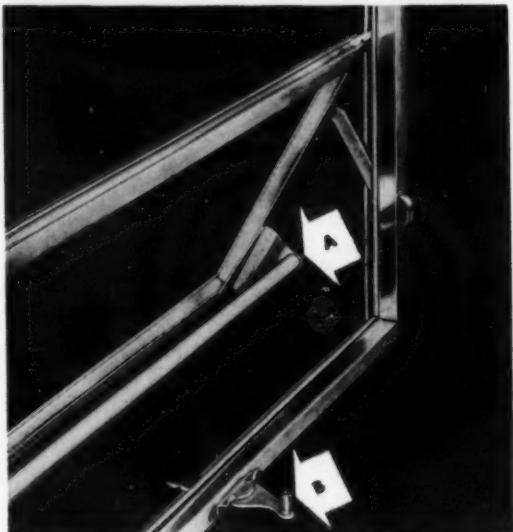
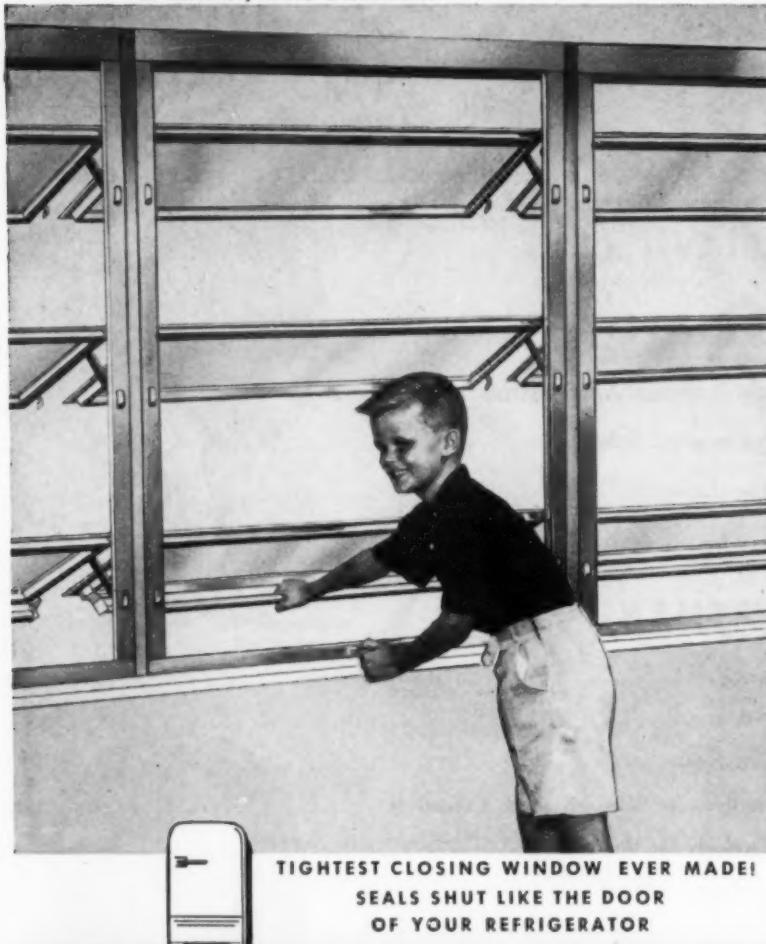
Sturdy "push-out" control bar plus famous standard Auto-Lok features make this new window outstanding for all school applications! For the first time, here is a window that meets all the problems of windows that are operated and regulated by school children. Here is a window exclusively designed and engineered to withstand any abuse . . . to provide ideal circulation . . . fresh air all the time, even when it's raining . . . and gives a positive tight closure which eliminates the "cold zone" around windows.

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**LIFETIME TROUBLE-FREE OPERATION**

Auto-Lok windows result from years of study of school needs. They're guaranteed to last a lifetime under the most severe usage.



**LUDMAN LEADS THE WORLD IN WINDOW ENGINEERING**

# N.S.B.A. Convention Plans Near Completion *Edward M. Tuttle*

All signs point to a record-breaking attendance at the 1953 Convention of the National School Boards Association, scheduled to be held in Haddon Hall, Atlantic City, N. J., February 12-14. The hotel is still holding some rooms for requisition by board members, but *unless reservation requests are sent to the Convention Housing Bureau, 16 Central Pier, by December 10*, these rooms will be let go to other applicants.

Plans for the convention program have been in the making since last June, and can now be given in some detail. The general theme of the convention is "Citizens of Tomorrow—The School Boards' Responsibility."

## Thursday—February 12

As everyone knows who has traveled to Atlantic City, the most convenient times of arrival are during the morning hours, up until noon. Therefore, Thursday morning will be devoted to a variety of preliminary activities, and the opening session of the convention will be called to order by President F. H. Trotter at 2:00 p.m. Chief event on the morning schedule will be an official, open meeting of the N.S.B.A. Executive Committee of 17 voting members from 16 states, to review the progress of the Association since the 1952 convention in St. Louis, and to agree upon policies and procedures to be followed during the course of the three-day meeting about to begin.

The Registration Committee, headed by H. E. Wrinkle of Oklahoma, will be set up in the east end of the English Lounge. A first duty of all arrivals should be to register, secure badges and programs, and purchase tickets for the Friday luncheon and Saturday banquet. A large part of this routine, but necessary, procedure can thus be taken care of well in advance of the opening session. As in other years, attending board members will pay a registration fee of \$3, but wives, husbands, school superintendents, and other friends will be admitted as guests of the school boards.

## "All Aboard"

### A Great Meeting Is in Prospect as Opening Session

The beautiful Vernon Room on the lounge floor of Haddon Hall will be the scene of the opening and other general sessions of the convention. Opening ceremonies will include group singing, salute to the flag and invocation, greetings from our New Jersey hosts, and intro-

duction of platform guests. Brief messages from their respective organizations will be presented by three outstanding friends of the N.S.B.A.: Mrs. Newton P. Leonard, president of the National Congress of Parents and Teachers; Dr. William G. Carr, executive secretary of the National Education Association; and Dr. Virgil M. Rogers, president of the American Association of School Administrators. N.S.B.A. President Trotter will deliver his annual address, reports will be given by Treasurer Robert M. Cole and Executive Secretary Edward M. Tuttle, committees will be announced, and when adjournment is taken, the 1953 Convention of the National School Boards Association will be off to a flying start.

## Evening Session

An evening session will be held beginning at 7:30, centering around the topic "Build for Tomorrow Through Public Education." Three subjects of great current interest will be presented succinctly by able leaders, and will be followed by questions and discussion from the floor. The subjects and speakers are: (1) *Federal Legislation Related to Education*, as it will be currently before the 83rd Congress, by

Frank E. Bass, executive secretary of the Tennessee Education Association and vice-chairman of the Legislative Committee of the NEA; (2) *The Co-operative Program in Educational Administration* (Kellogg Project), with special reference to school board phases of the program, by Francis S. Chase, director, Midwest Administration Center, University of Chicago; (3) *Educational Television*, its status and future development as they concern boards of education, by a representative of the national Joint Committee on Educational Television.

## Friday—February 13

Notwithstanding the day and date, this should be a day packed full of growth and inspiration for those attending the N.S.B.A. Convention. Program activities are designed to give everyone present an opportunity for active participation.

The morning will be devoted to a repetition of the group discussion plan which proved so successful at St. Louis last year. At noon a luncheon, designed to promote intrastate and interstate good fellowship, will be enjoyed by the first 234 delegates and friends who purchase tickets (limit of room capacity). In the afternoon, three sectional meetings will be held, each with a program of its own. And in the evening, following a single short address, the meeting will be turned over to a committee of the State Federation of District Boards of Education of New Jersey which is planning a delightful period of entertainment and relaxation.

## Morning Group Discussion

The topic for group discussion this year is "Boards of Education and Personnel Policies." It is a subject of concern to all school boards, but one on which few have taken any really constructive measures. A keynote talk, to raise questions and get our thinking started, will be made by James A. Redmond, recently elected president of the Texas Association of School Boards, and president of the school board in Beaumont, Tex., where for over three years a study of policies involving school personnel has been made by the board and reduced to writing. The session will then divide into twenty discussion groups of equal size, each with a chairman and recorder, meeting in separate rooms in the hotel, to give each individual a chance to express his views in an attempt to arrive at some recommendations which the convention may make to school

(Continued on page 8)

**SUPERINTENDENT DAVENPORT SAYS:**



# Schools used to g

"Part of my job is to visit classrooms in eleven schools. I well remember the drafts that plagued these schoolrooms. They gave me 'cold feet' in more ways than one. After living with this problem, I decided that something just had to be done! Cold drafts were no joke —for me, the children or the teachers.

"I studied the problem in great detail before I recommended Herman Nelson DRAFT|STOP. It turned the trick! No more window drafts. No overheating or underheating. Those DRAFT|STOP protected classrooms now provide a perfect environment for learning."

School administrators, architects and engineers specify Herman Nelson DRAFT|STOP as the one completely automatic heating and ventilating system. It traps cold downdrafts created by large windows, it tempers and purifies air before discharge, it cools rooms when solar heat and children's body heat raise temperature above comfort, it satisfies the *true* ventilating requirements of each room.

Before you go further in school projects, investigate DRAFT|STOP. Write Dept. AJ-12, Herman Nelson Unit Ventilator Products, American Air Filter Company, Inc., Louisville 8, Ky.

## SCHOOLS, LARGE AND SMALL, CHOOSE DRAFT|STOP

State by state, here are some recent additions to the growing list of schools which find DRAFT|STOP the ideal system for cooling, heating and ventilating classrooms.

Riverdale High School  
Riverdale, California

Mainland School  
Colorado Springs, Colorado  
West Indep't Grade School  
Des Moines, Iowa

Armistead Garden School  
Baltimore, Maryland

Littleton School  
Littleton, Massachusetts

Sacred Heart School  
Saginaw, Michigan

Bancroft School  
Minneapolis, Minnesota

Clark School Addition  
Webster Groves, Missouri

Big Timber Grade School  
Big Timber, Montana

W. C. K. Walls School  
Pitman, New Jersey

Hammond Central School  
Hammond, New York

Huron Junior High School  
Huron, Ohio

Administration Building  
Board of Education  
Ponca City, Oklahoma

Elementary School  
Quarryville, Penna.

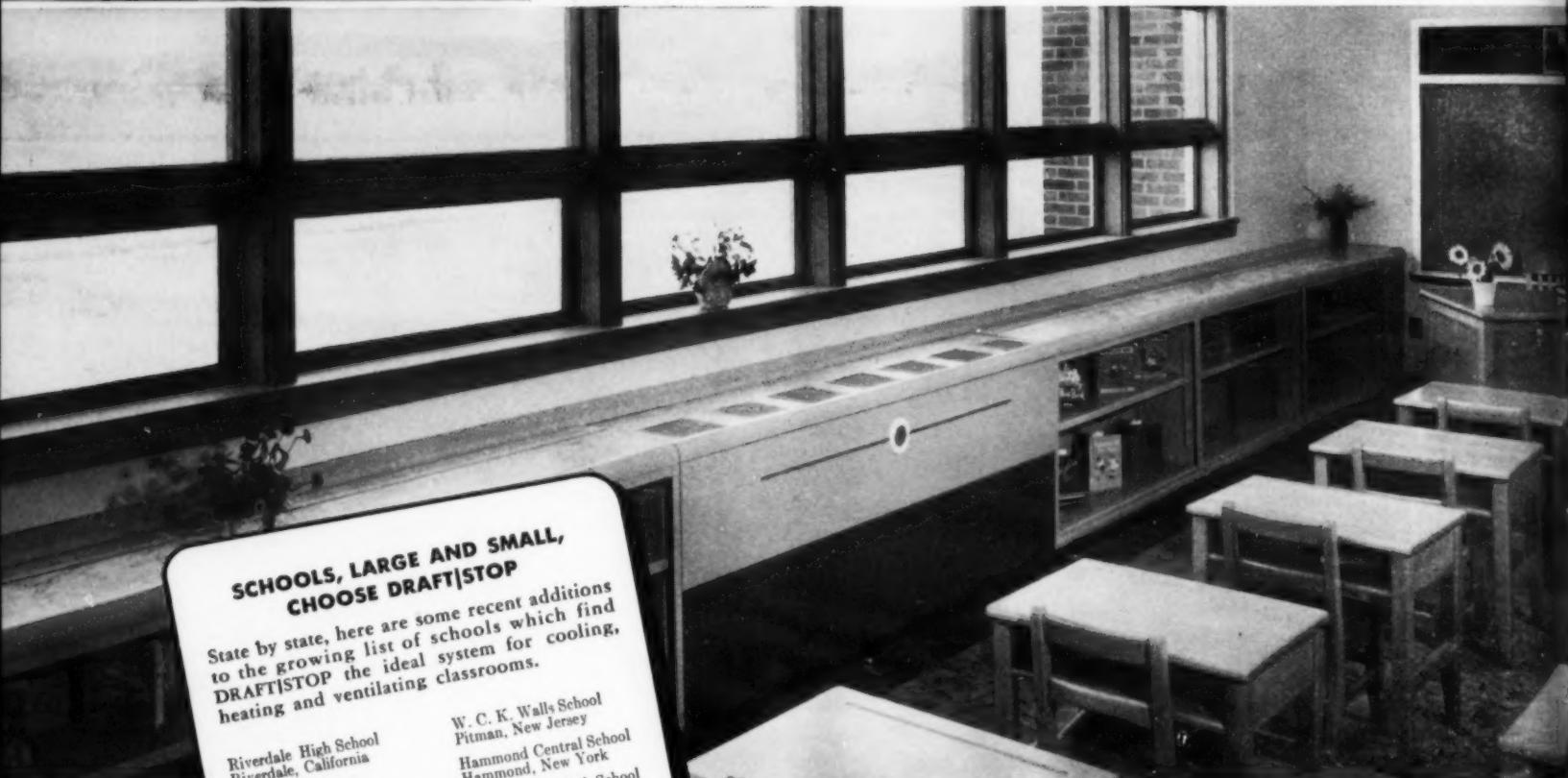
Webster Grade School  
Yankton, South Dakota

Woodrow Wilson School  
Salt Lake City, Utah

Ocoquan Elem'y School  
Ocoquan, Virginia

Vocational School  
Appleton, Wisconsin

In this classroom at Springetsbury School, the efficiency of DRAFT|STOP was demonstrated by a smoke bomb test. The engineer's report reads as follows: "Our test consisted of setting off one smoke bomb in front of the unit to show how the air is aspirated from the floor; one bomb at the grille along the window sill with the unit recirculating to show the pull down through the cold air slot; a third bomb outside the intake louver with the unit drawing 100% outdoor air to show the air pattern and complete diffusion in the room; and fourth, one bomb along the grille at the window sill using 100% outdoor air. This last was most impressive. The smoke poured out of the ventimatic as though the building were afire. When the smoke bomb was set off we opened the door to the corridor and the smoke leaving the ventimatic practically stopped. Then when the door was closed it started to pour out again. Proof of operation of cold air slot with unit on cooling cycle."



1. The  
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or wr

# give me "cold feet"!



## MEASURING HEAT GAIN THROUGH WINDOWS



1. The object on the tripod in each picture above is a directional thermopile. It registers on the direct reading potentiometer the temperature of what it "sees".

With the solar radiation blocked by the shield outside the window, the thermopile registers 52°F, which is the approximate sensible temperature of the glass surface itself.



2. The shield has been removed, and the thermopile, pointed at the western sky on a medium overcast winter morning, reads 80°F. It has risen from 52°F because of the "skyshine" streaming through the window.

*Through such constant research it was proven that during the occupied daytime hours, the school classroom window acted as a powerful radiant heating panel, although the windows were 20°F to 25°F cooler than surrounding surfaces of the room.*



3. The thermopile is pointed at the snow-covered ground outside and registers 84°F. No direct sunlight enters the window, but diffuse solar radiation from sky, clouds, trees, and grounds builds up the temperature.

An outstanding example of modern elementary school design, this new Springettsbury School, in eastern Pennsylvania, is equipped in all classrooms with Herman Nelson DRAFT STOP. School Engineer, William Hood; Architect, Buchart Associates, Philadelphia.

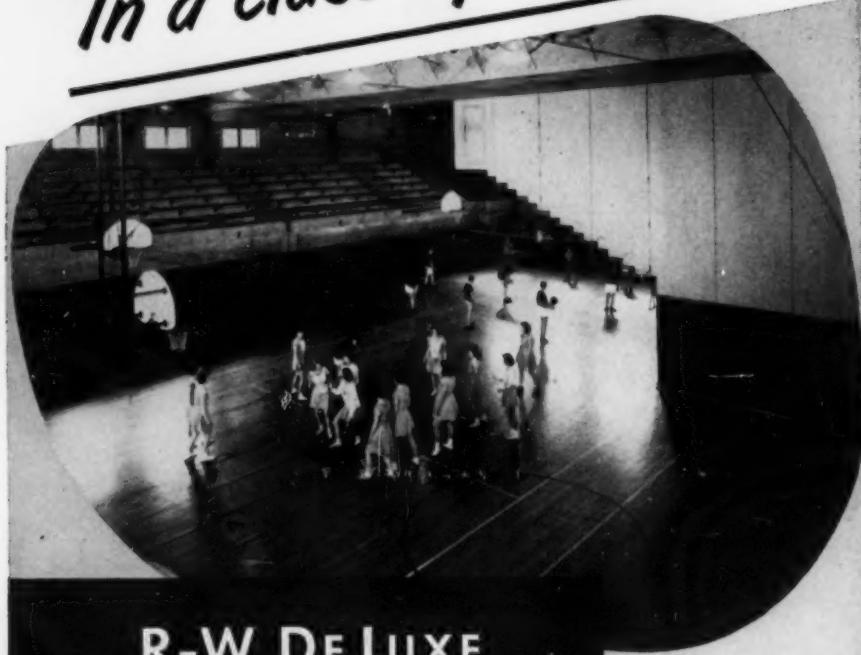
### Now—A new school planning movie for architects and educators

"Design For Learning" is Herman Nelson's new 16 mm 25-minute full color film on progressive school planning. Ask your local Herman Nelson Representative for a showing, or write Herman Nelson, Louisville.

**DRAFT STOP HERMAN NELSON**

SYSTEM OF CLASSROOM  
HEATING AND VENTILATING

*"In a class by itself!"*



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Fully  
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Electrically  
Operated

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The R-W FoldeR-Way Partition is 3" thick for all standard applications, such as gymnasiums, auditoriums, stages, etc. Duck-covered, sound insulated, acoustically designed doors provide the ultimate in "sound-stifling" construction. Doors are positively locked to the floor without the use of any floor bolts, tracks, or mechanically operated devices. Electrically operated—you just turn the switch-key and R-W does the rest. The DeLuxe FoldeR-Way Partition goes into motion smoothly and silently—opening or closing automatically!

For complete information on how to cut costs and overcome over-crowding with R-W FoldeR-Way Partitions and Classroom Wardrobes, telephone, write, or wire our nearest office today. No obligation.

R-W Also Features Manually Operated FoldeR-Way Partitions and Classroom Wardrobes.



R-W No. 237 Manually Operated "FoldeR-Way" Partitions and No. 780 Classroom Wardrobes.



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ELEVATOR DOOR OPERATING EQUIPMENT

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RICHARDS WILCOX  
AURORA, ILLINOIS  
Reg. U. S. Pat. Off.  
OVER 72 YEARS

## NSBA Convention

(Continued from page 5)

boards over the country regarding personnel policies. Reports from the twenty recorders will be consolidated into a single report by a recorder-in-chief, and copies will be distributed to all in attendance within 24 hours.

### Luncheon for States

This will be a new feature of the convention. The thought behind the luncheon is that it will afford an opportunity for delegates and board members from each state to eat together and display their enthusiasm and state pride to the groups from other states eating nearby. Stunts will be the order of the occasion which N.S.B.A. officers have placed in charge of Mrs. I. E. Porter and Mrs. G. C. Hudson of California.

### Afternoon Section Meetings

At 2:00 p.m. the convention will divide into three sections for the afternoon. The first will be a meeting in the Viking Room on the thirteenth floor for *board members from cities of over 100,000 population*. Last year a separate section for big city boards was held for the first time and seemed to justify continuing and developing the plan. At the request of N.S.B.A. officers, Mrs. Catharine C. Mulberry, of the Chicago board of education, has taken the responsibility for organizing the program and securing the speakers. After considerable consultation and correspondence with board members in other cities, Mrs. Mulberry has recommended that all program participants in this section shall be board members, and that there shall be two major topics for discussion. These are:

#### A. Legislative Procedures

1. What is the responsibility of a local board of education in recommending legislation to its state legislature or to the federal Congress?
2. After legislative recommendations are agreed upon, what are the duties of the board and the school staff in following up on them?
3. How can local boards co-operate with the state and national school boards associations on a legislative program and still preserve their autonomy?

#### B. Fiscal Independence

1. Is complete fiscal independence of any other local governing body desirable for a board of education in the public interest?
2. Where and how has fiscal independence been achieved?
3. How should a board of education respond to and stimulate public interest in and understanding of its financial problems?

A second afternoon section will include all *board members in places of less than 100,000 population*, meeting in the Vernon Room. In this meeting an attempt will be made to provide answers to questions raised by those in attendance regarding particular phases of school board operation. The idea for this section, which will be called an "I Want to Know" meeting, came from Donald D. Hall,

(Continued on page 10)



Combination Acoustical-Structural Ceiling of Fenestra "AD" Panels in Architectural Office—Walter R. Steyer Office Bldg., Los Angeles, California. The side wall at left is Fenestra "C" Panels. Architect-Contractor: Walter R. Steyer.

## Fenestra gives you quiet without a cover charge

No bills for covering this ceiling with special material. Here, the silencer *is* the ceiling . . . and the structural subfloor or roof above.

Fenestra\* Acoustical "AD" Metal Building Panels lock together to form a solid structural part of the building—saving building time, labor, materials and money.

An "AD" Panel is a strong metal box beam with a flat, smooth surface top and bottom and open space between. The top surface forms the subfloor or roof deck. The perforated bottom

surface forms the ceiling. In the open space between, is glass fibre insulation.

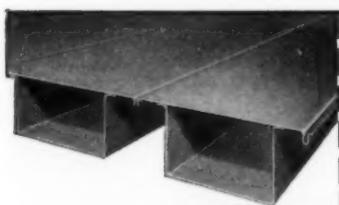
This new kind of an acoustical ceiling is practically indestructible. You can wash it or paint it without hurting its acoustical efficiency. It is non-combustible. It is there, good looking and efficient, for the life of your building.

Write us about it so we can give you the whole money-saving story—Detroit Steel Products Company, Dept. AS-12, 2256 East Grand Blvd., Detroit 11, Michigan.

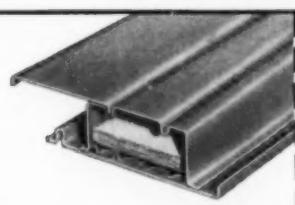
\*Trademark

# Fenestra METAL BUILDING PANELS

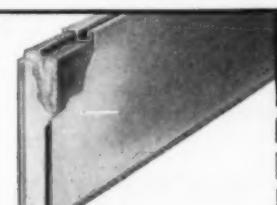
... engineered to cut the waste out of building



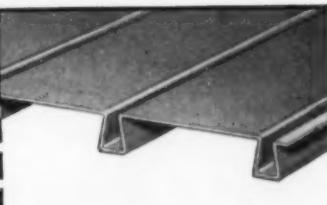
"D" Panels for floors, roofs, ceilings. Standard width 16". Depth 1½" to 7½".



Acoustical "AD" Panels for ceiling-silencer-roof. Width 16". Depth up to 7½".



"C" Insulated Wall Panels. Standard width 16". The depth is 3".



Holorib Roof Deck. 18" wide—lengths up to 24'. Surface can be plain or acoustical.

## NSBA Convention

(Continued from page 8)

member of the board in Midland, Mich., who is helping develop the program. A moderator and a panel of leading national authorities will be provided covering such fields as school buildings, school finance, district reorganization, transportation, athletics, curriculum, and public relations. Any person in the audience may write out and send up a question which the qualified member of the panel will be given first chance to answer, after which further answers may be offered by other panel members or by the audience. A time limit

will be set on each question, but near the close of the meeting time will be provided for general discussion of any topic the audience would like to pursue further. This bids fair to be one of the most interesting and perhaps exciting sessions of the convention.

While these two section meetings for board members are in progress, the *secretaries of state school boards associations* will hold a meeting of their own, as in years past, to compare notes on state association activities and practices. For them, this is perhaps the most valuable part of the convention.

### The Evening's Entertainment

One of the friendly criticisms of previous N.S.B.A. conventions is that those in attend-

ance have worked without any letup. The executive committee has been conscious of this, and by way of excuse has offered the great amount of ground to be covered and the very limited time. But this year, with an extra day, it is hoped that the situation can be relieved, and one of the bright spots will come on Friday evening. Meeting at 8:00 p.m. in general session, the convention will be honored by a message from the in-coming president of the A.A.S.A., Superintendent Lawrence G. Derthick of Chattanooga, Tenn., which happens also to be N.S.B.A. President Trotter's home town. Then the remainder of the evening will be devoted to a program of entertainment which a committee of the State Federation of District Boards of Education of New Jersey, our host state, has been working on for months. It can be said without fear of contradiction, however, that a good time will be had by all.

### Saturday — February 14

Promptly at 9:30 a.m., the N.S.B.A. will convene for its annual business session. According to the constitution, action is taken by the official voting delegates, two from each state that is a duly affiliated member of the National Association, but all board members and friends present in Atlantic City are invited to be present. A first order of business will be a report concerning the beginning work of the new National Council for Accreditation of Teacher Education, perhaps the most significant educational enterprise with which the N.S.B.A. is connected. This report will be given by Dr. Clyde B. Moore, of Ithaca, N. Y., the senior N.S.B.A. member of the Council.

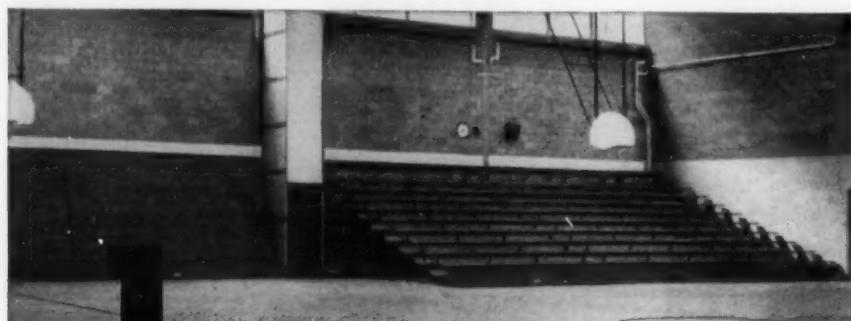
As in previous years, a great deal of important business is scheduled to come before the convention dealing with its own organization, support, and services. The special committees on Permanent Policy and on Federal Aid will make their reports. Such resolutions as have come up from the various state associations will be presented for action. Election will be held for a new president, first and second vice-presidents, treasurer, and four directors for three-year terms.

It is hoped that all items of business may be presented, discussed, and acted upon by the time adjournment is taken for lunch. In this event, delegates, members, and guests of the convention will be urged to use the afternoon to go to the Atlantic City Auditorium, register with the American Association of School Administrators, and visit the huge commercial exhibit and the architectural display of school building projects. In previous years, no time has been available during the N.S.B.A. Convention for board members in attendance to make these contacts with the A.A.S.A. The plan this year should provide a welcome opportunity.

### Annual Banquet Convention Climax

Returning to Haddon Hall by 6:30 Saturday evening, N.S.B.A. conventioners will find the

(Concluded on page 64)



plus 2 makes

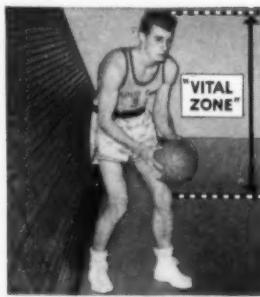


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## HORN BROTHERS

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DIVISION OF

DECEMBER . . . . 1952

# PORTRAIT OF AN EDUCATIONAL STATESMAN

*Told by Ben Willet\* to Henry C. Jensen\*\**

None of us knew much about George Lincoln when the school board hired him as superintendent of schools here in American City seven years ago. As a matter of fact, at that time most of the men I knew in Kiliro, my service club, knew very little about our school system. We followed the fortunes of the athletic teams in our three high schools with interest, of course, and we heard a lot about how lousy the discipline was at Central High. Beyond that, and our annual grumblings about increasing school taxes, we paid no attention to school affairs.

I must admit, with considerable shame now, that I had become personally acquainted with only one of the seven teachers my daughter, Susan, had in elementary school. I probably would not even have known Miss Swanson, Susie's fourth-grade teacher, had it not been for the fact that she rented an apartment in one of my buildings on South Washington Street. She always came in to pay her rent on the first day of each month, but we rarely talked about Susie's progress at school even then.

It wasn't until recently that I began to see the connection between all the progress our school system has made in the past seven years and George Lincoln, the man. As I look back on it now I can see his influence on all the major improvements which have been made; improvements such as three new elementary schools, a new junior high school on the North side, our

Citizens' Advisory Committee, the improved morale among the teachers, and even the change in the attitude of Will Buros, editor of the "American City Globe-Record" to mention only a few.

### A Victory After Defeat

I remember, for instance, how Buros fought a bond issue about nine years ago on the basis that taxes were already too high. He said that if the schools would use the money they had to teach the fundamentals and forget about all the fads they were adopting, they wouldn't need a new building at Northeast High to house the physical education and music programs. The bond issue was defeated by a two to one majority.

Two years after George came to town the board decided to try another bond

issue. This time they asked for nearly twice as much as they had before, because by then the elementary schools were becoming overcrowded. I remember that Buros did not fight this bond issue; in fact he was mildly enthusiastic about it. It passed by a majority of nearly three to one. The amazing thing, of course, was Buros' attitude toward last year's \$3,000,000 bond issue. His editorials urging the voters to support it were almost passionate in their eloquence. That one passed by a majority of nearly nine to one!

I don't mean to infer that the editor of our most influential newspaper actually had that much power over the minds of the voters. What had happened to his thinking was simply a sample of what had happened to the thinking of a lot of us. Most of us who were critical of the schools before George came have become strong and active supporters of our schools. How did this happen?

As I said before, I can't think about the progress we have made without thinking also about George Lincoln. Strangely enough, he is not the sort of person many of us had come to associate with the title, Superintendent of Schools. Of the three men who had preceded him, two were shrewd businessmen who managed the finances of the district efficiently and ran the schools with iron hands. The other was a sort of spineless character who tried to play on everybody's team and succeeded in scoring for nobody, including himself. The first two, Shaw and Williams, have since gone into business and are doing



\*Businessman in American City, U. S. A.

\*\*Principal, Greeley High School, Greeley, Colo.

quite well. "Jellyfish" Jackson is now teaching school administration at the State University, so I am told.

### Believes in People

Lincoln is a contrast to both types. Nobody could ever say that he rules with an iron hand, yet our system has made strides which Shaw and Williams would have thought impossible, even in their wildest dreams. In analyzing George and his way of working I think the best I could say is that he has a deep-seated faith in people — all sorts of people. He believes in the fundamental intelligence of his teachers, his board, the people of the community, and the school kids themselves.

I remember one night, shortly after I was appointed to represent Kiliro on the Citizens' Advisory Committee, we had a meeting to discuss the teaching of democratic citizenship. George made a statement I shall always remember. He said that democracy is based on the belief that the common, garden variety human being can think. He said that we must have faith in the ability of people to solve their own problems wisely, even though they make many mistakes along the way. That belief is his basis of action.

I have never known him to make a major policy change in the internal operation of the schools by himself. He is forever asking teachers, students, board members, and the people of the community for their ideas on a proposed change. The result has been that all the changes in our schools have been for the better, and they have been permanent. George has helped us to feel that the changes are *our* changes and not his alone. This feeling is no illusion, either, because the changes have been the result of co-operative action by many people. None of us feels like criticizing them, because we helped make them.

This basic philosophy of George's is the main reason for his success as an educational leader. Another reason is the personality of the man himself. I suppose his personality is logically related to his ideas of democratic action, so it may be difficult to separate the two. They are really two aspects of the same thing. The teachers not only respect him, but they like him as well. I think the reason for this is that he never pulls his rank on them. He seems to have broken down the barriers which formerly existed as a result of the traditional hierarchy of positions in the school system. They all recognize him as the administrative head of the schools, but none of them fears him because of his position. That really amazed me at first, because I had felt that the top man in any concern had to make his authority felt if he wanted his subordinates to produce. That is the way I had operated my own business. Recently I have been trying out some of George's methods and find that they work as well in the real estate business as they do in the school system!

### He Keeps Himself Fit

I have noticed that George always has a tremendous reserve of physical and nervous energy. I was always surprised at how he kept in such good physical condition and how he was always emotionally poised. In the past the superintendency in American City had been known as a three-ulcer job. One day I asked him how he kept himself so fit. He told me that he had learned long ago to leave his problems at his office. He said he definitely schedules one night each week, plus Saturday afternoons and Sundays, with his family. He never lets anything but the most serious emergencies interfere with these family affairs. He has an interesting hobby, also — carves chessmen out of bone. This work is beautifully done. I think the man's attitude toward his family and toward his own leisure time is a reflection of the fine balance in life he has achieved. He seems also to have a sort of reserve of spiritual strength rarely found in men who hold high executive positions.

It has been interesting to watch how George handles pressure groups who approach him from time to time. Two years ago a committee from one of our local patriotic organizations, The Daughters of the Boston Tea Party, stormed into his office and demanded that he throw out a textbook used in a junior high school social studies class. They said it was full of communist propaganda. The same gals had called upon Shaw a few years earlier. He booted them very unceremoniously out of his office with the comment that they didn't know what communism was all about, and besides, it was none of the business of their d— reactionary outfit what the schools taught. They never forgave him for it.

George visited courteously with them for a few minutes. Then he suggested that he would contact the chairman of the faculty social studies committee and arrange to meet with them soon. The meeting was held and the textbook in question examined carefully. The women discovered that they had based their opinions largely on hearsay and on a few statements quoted out of context from the book. The opposition to the book was sealed in a stone-cold tomb when they learned that one of the authors was the grandson of a founder of their own organization! Since then I have not heard this group criticize any textbook selected by a faculty committee. Most people realize now that the selection of textbooks can be better entrusted to professionally trained teachers than to any other group.

### She Helped Schools

George went one step further in this case. He asked The Daughters to select one of their members to serve on the Citizens' Advisory Committee. They chose the leader of the visiting group. The choice bothered some of us, because we knew that the old

gal was known as a first-class battle-ax. For a while some of our committee gave her a rough time. After they got her tamed she settled down and became a pretty good member. She has made two or three fine contributions to our thinking.

Another illustration of George's leadership qualities was given to me by Ed Swan, principal of Lakeview Elementary School. He told me that teachers themselves help in hiring new teachers. He himself was hired on the recommendation of a special screening committee from his own faculty. At first, he said, he was a bit uneasy when he was told that, in effect, he had been hired by people who were subordinate to him in the T/O of the system. He discovered, as the months passed, that he had much stronger support from his faculty than he had experienced in three previous positions. Now he would not think of recommending a new teacher to George without the approval of his screening committee. Apparently, when people have a voice in selecting their fellow workers they are less likely to be critical of them and more likely to support them when they are in trouble.

Ed also told me that George has what he calls a Superintendent's Advisory Council, made up of teachers and administrators from all schools in the system. This council makes recommendations on many school policies. Such matters as attendance, disciplinary procedures, and teacher welfare are discussed by this group. Technically, George has the veto power over anything they may vote on, but Ed says he has not used it yet and probably never will. As a result of their efforts last year a new group insurance policy for school employees was secured, financed in part by the board. This council is just another example of how George puts into practice his belief that "many heads are better than one." The surprising thing is that it actually seems to be more efficient than the old system in which the superintendent made decisions on all such matters by himself.

### Decisive and Fair in Action

One might think, from what I have said about George so far, that he lacks the ability to take strong, decisive action when the occasion calls for it. Such is not the case. Only last fall the principal at Jefferson High discovered that one of his men teachers was working in cahoots with a small ring of local gamblers. With the teacher's help he had offered bribes to two of the backs on Jefferson's football team to throw an important game. The evidence was pretty convincing. When confronted with it the teacher was given the opportunity to resign, which he did with considerable haste. Nobody around here has seen him since.

George can't be pushed around on matters involving his fundamental beliefs, either. Four years ago the English committee at Southwest High recommended,

through their principal, that the vacant position of dramatic coach be filled by a well-qualified Negro girl. George followed the committee's recommendation, after a long interview with the teacher in which he pointed out that she may encounter some resistance for a while. The day after her election was announced a group of the local bluebloods from up on Gobblers Knob (where no home costs less than \$50,000) protested the appointment. George simply told them that he believed in the worth and dignity of every human being and that the color of one's skin had very little to do with one's being human. He said he had no intention of asking the board to reverse its vote. They tried to get him to compromise by assigning her to Jefferson High, which happens to be located in the section of town where most of our Negroes live. George didn't budge, because he felt that this issue was bigger than himself, the whole school system, or the town itself. I honestly think he would have chosen to lose his job over it, if necessary, than to

sell that girl short. She had a little rough sailing her first semester, but now she is one of the most popular teachers at Southwest. Last spring one of the junior bluebloods who had a part in one of her plays wrote a marvelous tribute to her. It was printed in the school paper and was one of the articles which helped the paper earn a Class A rating in the State University's annual high school journalism contest.

Above all else George Lincoln is a man of integrity. He believes in big things, and he puts his beliefs into action. He is completely honest and fair with everybody. In a sense I suppose you would call him a statesman—an educational statesman. His goals for the youth of American City are high, and we are seeing them realized each year. That is because they are not just George's goals. They are our goals, too. We who are parents, taxpayers, and citizens of our community have come to feel that we are engaged in a powerful, co-operative undertaking with our schools. We feel that together we are preparing our

children to live happy, contributing lives in the democratic society which our heritage and experience have taught us to love.

\* \* \*

Temporarily, those of us (and there are many) who have come to know and love George Lincoln are a bit sad. Last week the president of our State Board of Education approached George and offered him the position of State Commissioner of Education, the highest and most respected educational position in the state. We can't expect to hold him. The salary and the opportunities for service will be much greater than they are here. In a sense we will be proud to share him with the rest of the state. And we have confidence that our board of education will scour the country, if necessary, to find a man to replace him. The people of American City will be satisfied with nothing less than another educational statesman. I have been told, however, that they are not too plentiful.

## Superintendents and Principals Must —

# Make the School Lunch Successful

*Orpha Mae Thomas, Ph.D.\**

As the superintendent or principal of your school, you set the stage for the school lunch. The pupil feeding program will be a success or a failure, according to what you want it to be. Not only the school lunch manager, but the whole faculty look to you for approval or disapproval of the program, not only in words but also in actions. Even your indifference to the program may cause it to be a failure or at least retard it from being the tremendous success it might be otherwise.

We are all aware that you as superintendent or principal have many duties to perform and responsibilities to consider. What is asked is that the school lunch should be on a par with the other activities of the school, such as music, athletics, and dramatics. As these others are educational experiences, so is the experience of eating in groups, learning new foods and new methods of preparing familiar foods, and learning about nutritionally adequate meals. The superintendent and principal should be in the school lunchroom regularly. The manager will be glad—even anxious—to see you during lunch periods or any other time of the day.

Your first concern is the selection of the

proper person to head the program. The school-lunch manager should be a person familiar in large quantity food service. Because food preparation and service is a specialized business, it is important that the manager have training in these fields. At the same time, it is most desirable that the school-lunch manager be a licensed teacher. There are a number of reasons for this. This certification will give the manager faculty status. This is important to all concerned. Having the manager at faculty meetings is convenient to you, her superior, as she will be informed there of all the other school activities and the school calendar of events, and can put the school

## **CITIZENSHIP AND EDUCATION**

The welfare and security of our free nation and our way of life depend on universal education for effective citizenship. Superior citizenship in our democracy is a common aim of statesmen and educators. We must urge upon each other a new and determined effort to promote the virtues and talents of all our children and youth.—ADLAI E. STEVENSON.

lunch in its proper relationship to these. The other faculty members will also recognize the school-lunch manager as another teacher and lunchroom activities as an extension of the school's teaching. The pupils will have more respect for a manager with faculty status. With the manager a licensed teacher, she can be put onto the same salary schedule as other teachers. If the teachers' salaries are augmented by state funds, perhaps the salary of the manager can be similarly scheduled. Also, the manager will rightfully share in any retirement and insurance plans for teachers. The manager may serve in two capacities, manager and teacher. In this case, sufficient time should be allowed for cafeteria activities. Managing a business the size of your lunchroom is not an activity that can be done well by giving it 40 or 80 minutes time per day even when running smoothly. And then there are always emergencies, such as late deliveries and absences of employees. These require immediate attention if the food preparation and service are to proceed on schedule.

## **Policies for Smooth Operation**

Besides the selection of the manager, the superintendent or principal, because he is responsible for all that goes on within the

\*Associate Professor of Institution Management, Teachers College, Columbia University, N. Y.

school building, is the person who must help determine many policies regarding the school lunch. In some of these decisions, the board of education, as the legal representative of the district, will need to assist, such as financial budgeting. In making other policies, it may be helpful to have faculty opinions. Students might give assistance in some other instances. And finally, some decisions need to be arrived at only by agreement with the school-lunch manager. When these policies are decided, they should be made known to all people concerned, in order to avoid later misunderstanding. Let us consider some of these which will make for a smooth running organization.

One question is the use of the dining area of the lunchroom by other groups during school hours. For the best utilization of space, the dining area should be used for other purposes at hours outside the serving periods. This requires careful scheduling and dovetailing of clean-up by the respective groups. If this is to be done, the cafeteria service counter should be in an area that can be closed off from the dining room, and this closing should be constructed so as to reduce noises heard in the dining area to a minimum. Similarly, there is the question of the use of the dining room outside school hours. Should it be used by groups at night, on Saturdays, or on Sundays? Should this use be limited to school groups, or extended to groups related to the school as the Parent-Teacher Association, or even include civic or religious groups? If used by any of these groups, who is responsible for putting the room in order for the next lunch period?

These questions arise also in regard to the use of the cafeteria kitchen. If the kitchen is used, the most satisfactory plan is to have a school-lunch employee on duty as the person responsible for the condition in which the kitchen is left. How much should this person be paid? The next question would be "Paid by whom?" As this is not an expense which should come from the income from student lunches, the group which uses the facilities should pay the employee. These policies should be formulated by the board of education, as they affect the relationship of the school to the community.

#### The Board and Financial Policies

Likewise, the financial aspect of the school lunch policies involves the planning of the board of education. First, there is the matter of space and equipment. These are provided by the school system. Good sturdy equipment is desirable, but too much equipment is not only costly but reduces the effectiveness of the workers. Schools do not need much of the heavy-duty type equipment sold to hotels which operate 12 to 18 hours a day around the calendar. Semiheavy type equipment is more suitable to the needs, especially since it is used by women. For equipment selec-

tion and placement the manager should be consulted. It is often desirable to hire a layout consultant, one not interested in selling equipment. After the initial installation, how are repairs and replacements to be financed? These are usually provided by the school finances, and not from lunchroom income.

Operating expenses are the next consideration. What items are the general school funds going to provide? These usually include at least heat, light, water, and gas. Often they provide also for the salary of the manager. To what extent should janitor service be provided by the building custodians? This will need to be decided. The school lunch operation usually pays for all foods purchased and the direct labor used in lunch preparation, service, and clean-up. Should supplies for scrubbing floors, washing walls, and window washing, also hand soaps, dishwashing detergents, and paper towels be provided by general school funds? Should garbage and trash removal expense also come from this fund? Who should pay for laundering towels and employees' uniforms? The manager must have this information before she can make her budget. Every item of expense absorbed by the board of education reduces the expenses paid from lunch income and therefore reduces the prices which must

be charged the students. This is important to the youngsters in the lower income brackets.

#### Averaging Labor Costs

Labor costs are affected greatly by the adequacy of the kitchen and service layout. Therefore, if several schools are included in one school system, labor costs will vary. Should the children who attend the school with an inefficient kitchen layout be penalized by higher labor costs? Similarly, the total patronage will affect costs. A minimum crew is required for a small room. One method of equalizing costs in different schools is to pay for all labor costs from general funds, or from funds pooled from the various schools for this purpose at the same percentage of income from lunch in each case.

These are the basic policies which the superintendent must formulate with the approval of the school board, and they form the foundation for further planning with the other groups affected. If they are based on sound reasoning, they should be wise decisions in relation to the social and economic conditions which exist in the community. And you are ready to proceed to more detailed planning about the school lunch with the faculty, manager, and students.

To All School Board Members  
and School Executives  
the Editors Extend



*A Merry Christmas and a Happy New Year*

Whether or not you agree with some writers that the reorganization of existing school districts—or the organization of larger local units, as it is also described—is the primary problem in American public education today, you will probably agree that reorganization is a matter of considerable significance. Accordingly, the case discussed here is one relating to a district reorganization dispute in Michigan. The opinion was rendered by the Supreme Court of that state on June 27, 1952.

#### Case 1: 54 NW2d 209

In this case,<sup>1</sup> the facts showed that on January 21, 1952, a majority of those who voted at a school election held in District No. 8, Fractional, in Parma township, Jackson county—a primary school district—voted affirmatively to annex their district to the Parma Union School District. When, in accordance with existing statute, the District No. 8 board undertook to turn over the district property to the Union District, Chapel et al., who were qualified school electors of the former district, brought suit in Circuit Court to enjoin Allen, the moderator, and other officers of the No. 8 district from turning over the property. The circuit judge dismissed the bill of complaint and the plaintiffs appealed, alleging two grounds for reversal.

Their first ground alleged: "At a previous election held earlier in the same month (and called for the same purpose), the voters . . . had voted against such annexation. Appellants claim that the school board had no right to call the second election and . . . for that reason the second election (of January 21) is null and void." And secondly: ". . . there were 111 qualified electors in District No. 8 . . . at the time of the second election. The vote was 49 for and 47 against annexation. Appellants claim that the election did not carry affirmatively for annexation because it resulted only in the approval of a majority of the electors voting thereon, whereas (the appellants claimed) the school code requires a majority of all the qualified school electors in the district. This would require 56 affirmative votes."

#### The Issues

Accordingly, the issues could be stated: Does the Michigan Statute governing annexation elections in primary school districts (1) limit the time between, or the number of, special elections to be called for that purpose, or (2) require a majority vote of all the qualified electors of the district for the election to be valid?

With regard to the first of these issues, the court held that the statute governing the annexation of the primary school district to the larger Union district, which annexation was to be decided at either an annual or a special election called for the

#### Recent Judicial Opinion: I—

## The Reorganization of School Districts

Stephen F. Roach, Ph.D.\*

With this issue the JOURNAL introduces a new feature.

Each month, on this page, Doctor Roach plans to discuss one or two recently reported court cases of significance to American education. As will be noted below, the articles will furnish a synopsis of the facts and issues in each case; will digest the court findings; and will comment on the significance of the court opinion as it relates to school board members and school administrators. Thereby, it is hoped, the articles will serve as a report on some current happenings in school law, and as an interpretation of the meaning of these judicial opinions for the future. By helping its readers to see ahead, the JOURNAL is confident that the more significant steps of thinking and planning ahead will follow in due course.

Should readers desire to secure access to the entire opinion relating to any of the cases cited, it is probable that the larger law offices, the law schools, or the bar association libraries in their localities will have all or parts of the "National Reporter System," from which the cases will be selected.

purpose "does not limit the time between elections or the number of special elections which may be called by the school board for that purpose." Significantly, the court then went on: "Nor is there any such limitation in the provisions of the school code prescribing the powers, duties, and requirements of school districts in general."

As to the second, and perhaps more fundamental issue, the court said: "District No. 8, being a primary school district, does not have, nor can it have, a registration of school electors such as the school code provides for other school districts. There is no method prescribed by the statute for determining how many qualified school electors there were in said district when the election was held." After noting that the pertinent part of the governing statute provided that "annexation shall become effective 30 days following . . . a majority vote at the annexation election . . ." the court then agreed with the trial court that the statute did not require a majority vote of all the qualified electors of the district, but only the affirmative vote of a majority of the qualified voters voting at such election.

Therewith, the dismissal of the bill of complaint was affirmed, by a unanimous vote, and the order restraining the transfer of property set aside.

#### Significance of Case

Although it will be noted that the litigant representing the established public

school system was upheld in this case, there are several aspects of the opinion which carry significance for school board members and school executives.

*First:* It would appear that the court will be disinclined to read limitations of a precise nature; i.e., the exact time which is to elapse between successive annexation elections, into the existing school code. The inference is that such action is in the province of the legislature rather than the judiciary.

*Second:* Once it is established that the specific statutory provisions governing a school board action; i.e., the annexation of the primary district to the larger Union district, are not applicable to the action at issue, the court may then look to the general statutory provisions relating to the powers, duties, and requirements of school districts.

*Third:* The court will not look with favor on any attempt to apply an established statutory procedure—for determining how many eligible voters exist in a district—to a primary school district, when the provisions of that statute pertain to districts other than primary ones.

*Fourth:* It is apparently the firm judgment of the court that in the absence of a statutory provision to the contrary, voters not attending an annexation election, or not voting on the matter submitted, are presumed to assent to the expressed will of those attending and voting, and are not to

(Concluded on page 64)

\*J. J. Ferris High School, Coles Street, Jersey City 2, N. J.

<sup>1</sup>Chapel et al. v. Allen et al., cited as 54 NW2d 209

# Art Education Has Compensations

*Margaret Brine\**

Today working hours are shortened, play hours are lengthened, which gives the school the added burden of preparing the child to use the free hours in happy, satisfying employment. It is possible that many an adult could be saved from a life of idleness or even crime, if the school would lead him as a child to enjoy the right kind of leisure-time activity.

This could be brought about in part at least if educators would realize the importance of a well-functioning art program for the entire school life of the child. Such a program awaits the wholehearted endorsement of those educators who must bring their influence to bear in seeing, first, that the right art teacher be chosen for the program; second, that the environment be suitable for the encouragement of the best creative expression; and, third, that there be sufficient materials available so that every child may have an opportunity to find the special media which will best help him to expand his personality.

There is no better way to discourage a teacher of art than to expect her to carry through a program without a generous variety of materials. It would never be expected that a reading lesson be carried on without books or a geography lesson without maps. For some strange reason the art program has been the object of abuse. All too often the art room is a place to "park" the disciplinary cases of the school. It is done with the best of intentions, for it is hoped that by exposing the culprit to manual activity he may become interested and distracted from wrongdoing. That is not the spirit in which to embark on an art project, and little good is gained for the child. Much damage is done to the morale of the art program.

## Media of Expression

The teacher keeping in mind that she is planning for the average child whose interests vary from year to year has as one of her main objectives, that of having every child experiment with the different materials. This calls for elasticity on the part of the teacher and the program. Every child should have a chance to try his hand in paint, clay, crayons, chalk, paper, wood, and metal, for each of these materials in its own way lends itself to creative ideas and is rewarding mentally, physically, and spiritually.

The materials should be chosen wisely and should be adequate to meet the varying needs. The materials must lend themselves to creative expression; they must suit the age level of the children; they must be flexible so that they will encourage and not inhibit. The child should be impressed with the importance of the materials, he should have a respect for

them and an understanding of their possibilities, for when wisely used "they are the sesame of the spirit and the fairy wand of the artist."

Paint is the most popular of the materials. The child takes to painting so readily that it appears as a natural expression for him. The free flow of the paint from the brush, the gay colors, the easy control, all these invite the most timid to venture. "Happy are the painters, for they shall not be lonely; light and color, peace and hope, will keep them company to the end of the day" says Winston Churchill. After paint, clay is the most sought-after material. It offers rich experience and as it lends itself to squeezing, rolling, and pressing with such ease it is a source of real delight. Watch the child at work; he builds, he destroys, he builds again, he appears to be a born sculptor, and to deprive him of the opportunity would indeed be a mistake. Bright-colored chalk offers wonderful

possibilities, while modeling in paper, carving in soap and wood, working in metal, all offer challenges and at the same time consume a great deal of directed youthful energy.

## The Child Is Creative

Victor D'Amico says that "the child is a potential creator. He is a free natural being. His creativeness is born of real enthusiasm and joy in expression. He has no competition to fight, no markets to please, no price to set. He belongs to no cult or 'ism.' He expends his energy on drawing and painting as he does on play, revealing the true, innocent, child-like self."

As the child's personality expands, his ideas increase, his power to manipulate materials grows, and he fulfills an age-old tradition for art at all times has been part of man's existence. We have only to look at the art which remains of past civilizations to find evidence that man expressed in art those



*Clay, crayons, paint, chalk, paper — all are media of art expression.*

\*Cambridge, Mass.

things which were meaningful to him. In the caves in southern France and northern Spain there are found today wall paintings known to be the work of prehistoric man. In those gloomy caverns man sought shelter from the rain and cold and as he rested he found satisfaction in enhancing his surroundings with paintings of bison, deer, and wild boar—animals on which his very existence depended. Today in Yucatan, Mexico, great temples are being uncovered which were built by the Maya Indians more than a thousand years ago. The carved stone decoration and the remaining frescoes bespeak of the impetus that gave birth to those monuments.

Art from all times has been the chief recorder of man, his dress, his habits—even his thoughts as to war or peace, love, religion, and politics. All has been written in stone, paint, tapestry, and metal. Is it not expedient then that art which has always played such an important role in the lives of the races have its rightful place in the education of the child of our day?

### Sensitivity to Beauty

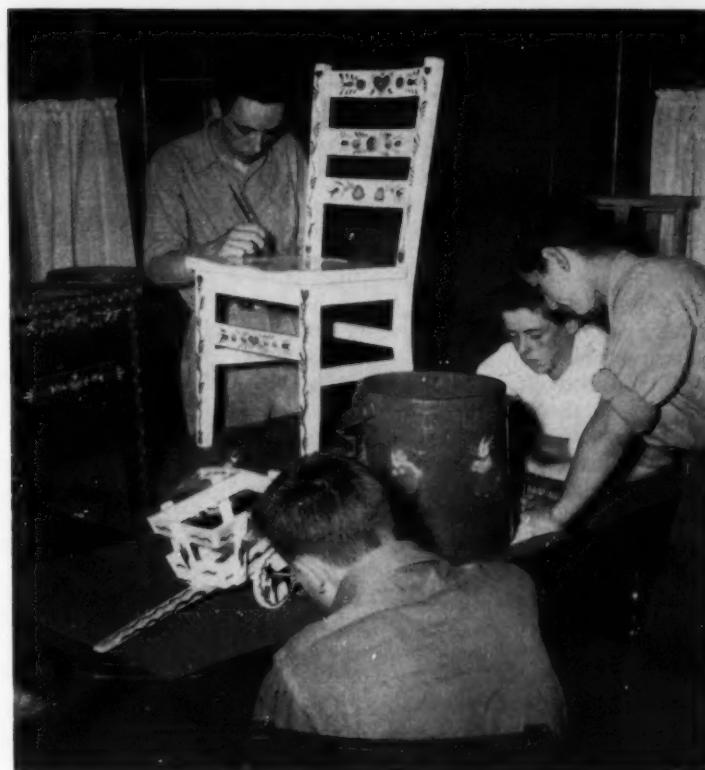
In previous articles we have been concerned with the development of creative expression. It is believed that as the child creates he becomes aware, he becomes critical, he judges, he compares his work with others, and he develops a sensitivity for the beautiful, be it in nature or man-made objects. In all children there is the urge for the beautiful and as has been said—

Beauty, beauty forever ancient and forever new  
Behold I sought thee in far distant lands and  
all the while thou wert within me.

Today this urge for beauty is within all of us just as it was in those who long ago fashioned a Grecian urn or built a Gothic cathedral. But this urge must be cultivated. The responsibility was once the duty of the home—and fortunately there are still a few places in the world where there is evidence of this. In Guatemala every object from the hands of the Indian is a work of art, be it hand-woven textiles or graceful clay water jugs. In Central Europe the workmanship of the peasant is still a thing of beauty and he, like the Indian, has learned his art at his mother's knee. The American home these days has neglected this responsibility; hence it falls on the teacher to open the eyes of her students to beauty, to lead him to see the glories of a flaming sunset, the skill of the Swedish glass blower, or the functionalism of a modern house.

An appreciation for the beautiful cannot be taught with mere words or gained from a textbook. A skillful teacher who has gained the sympathy and understanding of her class can awaken the child's power of observation. She can lead her class to appreciate those things which are well done, which are perfection in themselves, be it an inexpensive piece of crockery or a masterpiece of painting. She never forces her opinion; rather she invites discussion from the class. That such discussion is possible even with very young children was demonstrated in a first grade room when

*Boys respond to opportunities for original expression.*



the class was shown a large colored reproduction of "La Berceuse" by Van Gogh.

### What Children See

"Her hands look rough just like my grandmother's," said Mary. "Who ever saw such funny wall paper?" "She looks like a nice grandmother." The various shades of green used by the artist were discussed, the blue eyes, the orange hair. Such interest was evoked that the teacher encouraged the children to have their parents take them to the museum where they could see the original painting. It was a surprise to the teacher how many responded. Later one mother reported to the teacher that the guard in the Gallery said to her: "Who is sending all these kids over here?" It was an experience for the children and for the parents and could well become the basis for future enjoyment of paintings and also of museums. Throughout the country there are fine museums that could be "open roads to adventure" if only a taste could be cultivated by our children to use them instead of the corner movies.

Are children interested in architecture? Of course they are if it is once brought to their attention. At the time of the Boston Jubilee several years ago a teacher displayed a group of pictures of famous buildings of the city. The State House with its gold dome brought forth much discussion. It also brought forth the information that some of the fathers of the children worked there. The children had their parents drive them by the building so they could see the gold dome; many visited, some drew pictures of it, and one father was so thrilled with his daughter's interpretation that the drawing now hangs in his State House office.

There are multitudes of ways in which art

can be enlivened so that it becomes a part of the child's personality. This interest must begin early, and, happily, appreciation once developed and nourished becomes a permanent possession of the child.

An opportunity for continued growth in appreciation will be welcomed by the adolescent whose emotional capacity finds real satisfaction in art. The teacher of art has a real chance to lead the children to look outward to the beauties of the world rather than into himself with its often disastrous results. In looking outward the experience of the adolescent will be expanded and enriched. Knowledge which up to now has been disassociated, becomes more tangible and more real when it is enlivened with works of art which show how people lived, how they thought and how they felt. What was life like in the days when the art form was created? What motivated the action of an Egyptian sculptor or what has brought about the school of modern painting?

### Art and the Times

It is the duty of the teacher to show how the arts of the past and the present are related to life, for they are a carbon copy of the times. Then and only then will children see a relationship and art really take on meaning. Appreciation can never be developed by long, weary hours of looking at slides in a poorly ventilated, darkened room, while the teacher burdens the memory with dates and other needless information. The teacher must be ingenious; she must vary her method of presentation. School exhibits are a wonderful introduction to later trips to museums, for it is well for a class to be familiar with a subject before it has the privilege of

(Concluded on page 64)

# Strengthening Local Taxes for Schools

George W. Mitchell\*

Running the nation's elementary and secondary schools is big business—in these days a six and one-half billion dollar business—that makes the largest single claim on the fiscal resources of our state and local governments. Thus in 1951 the local government share of school expenditures accounted for about 40 per cent of the nine billion dollars collected in local tax revenues. The large and rapid increase in state aid to schools in the postwar period makes two and three quarters billion of state money now go to the elementary and secondary schools. Only for highways do the states spend more money.

The problem of improving the methods used to raise tax money locally for schools or to make tax dollars go farther is a major one, both for local governments and for school officials. It is all the more important in view of the likelihood that further significant transfers of fiscal responsibility for schools to state tax sources will proceed at a much slower rate than in recent years. While it is true that the share of school funds from state taxes has been increasing steadily for over twenty years, the periods of the most rapid increase occurred in the mid-thirties and since 1947. Since 1947, the amounts spent by states for school aid have more than doubled, with the largest increases occurring in fiscal years of 1948, 1949, and 1950. Almost one half of the increase since 1947 is accounted for by increases in five larger states—California, Illinois, Michigan, New York, and Texas. This trend is not likely to continue because in most states the expansion of the state government's activities can no longer be financed by drawing upon accumulated balances or by minor revisions of the revenue laws. Further expansion on a large scale will require *new taxes and rate increases* in the *major state taxes*—sales or net income taxes—and these are the kinds of tax proposals that traditionally meet maximum taxpayer resistance.

## Two Small Districts

The most significant weakness in the methods of school self-support lies in the dependence of so many school districts on confined and arbitrary geographical areas and in their vulnerability to economic changes—local, regional, and nationwide. If school districts were coterminous with economic communities, many problems of self-support would fall by the wayside. In such a situation the local tax

\*Vice-President, Federal Reserve Bank of Chicago, before Association of School Business Officials at Atlantic City, N. J., October 14, 1952.

base would consist not only of the homes of wage earners, the homes of salaried and professional workers, the industrial plants, and the property investment in retail, public utility, and service establishments, but also of the business income of the community, the wage and salary income, and retail transactions. Unfortunately, too few school districts have boundaries that coincide with an economic community.

Typically all sorts of fragments are broken off for school purposes. We have some school districts whose sole support is derived from low priced residential and light industrial property; others depend on medium priced residential property only; still others that can draw on heavy industrial concentrations with limited residential areas. There are many other combinations; the rarity is an economic community which includes the workshop, the home, and the trading area. In a given community taken as a whole there may be no question about its capacity to support an acceptable level of common school education, but where a fragmentized basis exists poverty and plenty may exist side by side and enormously complicate the problem of self-support.

Even the best possible design of school district circumscriptions, from a fiscal point of view, will not eliminate great disparities between need and capacity to pay, but it may tend to confine such disparities to larger areas where differences in levels of income and scales of living extend through the entire economic structure.

## Dependence on Property Tax

The vulnerability of local taxes to economic changes is a product of the lack of diversification in local tax systems and of deficiencies in the procedures employed to determine tax liabilities and to collect the taxes due. Despite the threefold increase in revenues from local nonproperty taxes over the past decade, local governments still have all but a very few of their revenue eggs in the property-tax basket—last year more than 85 per cent. Despite the many improvements in property-tax administration, inequalities of assessment among different types of property and substantial time lags between assessment and tax payment are the rule rather than the exception.

Vulnerability to adverse changes in the economic climate is not only the consequence of these conditions. Individually and severally the limitations of existing local revenue systems contribute to inflexibility in local school budgets, reliance on state funds to determine the scope of local programs, inequitable patterns in the distribution of state aid moneys,

and additional interest costs for short-term financing.

The problem of lack of diversification in revenue sources is probably the toughest one. That is true except for the minority of cases in which school systems are administered and financed by city governments rather than by independent school districts. In those cases—about a third of the 474 cities over 25,000, with about a seventh of the country's population—diversification can be sought in the various kinds of nonproperty taxes to which cities have been turning in increasing numbers. Nearly half the 1200 cities over 10,000 are currently using one or more of these nonproperty taxes. The most productive are (1) retail sales taxes, used extensively by California cities and pioneered by New York City; (2) city income or payroll taxes, used by Philadelphia and other Pennsylvania communities, St. Louis, and various Ohio cities, among others; (3) admission taxes, used by Philadelphia and Chicago; and (4) tobacco taxes. Currently a large number of cities receive more than a third of their tax revenue from these nonproperty sources, and the proportion is on the increase.

While these taxes have their own weaknesses—particularly if the city boundaries only comprise the core of an economic area—they can be administratively simple when tied to an existing state tax on the same base. If the cities are to continue as functioning governments and not to become mere disbursing agencies for state funds, diversified revenue systems capable of supporting local functions—including that portion of school expenditures considered appropriate for local support—seem a necessary development.

## Nonproperty Tax Avoidance

For the great majority of communities in which schools are managed and financed by small independent school districts, there seems no alternative to continued reliance on the property tax as the sole local fiscal resource. Size is a determining factor, and small units of government seldom can levy and collect large sums from nonproperty taxes. This is true because, in addition to the jurisdictional disputes that arise in such cases, avoidance of the tax is so easy. Consumers can make their purchases in adjacent districts which do not use retail sales taxes; citizens can move their residences to districts which have no income taxes. The smaller the size of the jurisdiction levying the tax, the easier is avoidance. I recently summarized my views on this subject as follows:

"Thus the taxes of the small community are

easier to avoid than those of the state or the nation, particularly if the person who is tax conscious sees in the expenditure pattern of the city little need for the service or benefit to him or his business. The most obvious type of avoidance is an alternative in the *situs* for some of the commonly employed tax measures. The measurement of the amount of any tax depends upon highly arbitrary rules based on personal or corporate behavior, characteristics, and activity. On occasion these characteristics can take on an almost ephemeral character. *In extremis*, the taxpayer can usually eradicate all of the characteristics which subject him to tax by a given jurisdiction. Of course, he must have a satisfactory alternative available to him, but with the tremendous diversity in local tax rates and the scope in local services, and given the very large number of independent local units, there are virtually unlimited alternatives to a nomadic-minded taxpayer.

"It is a common generalization that standards of tax administration tend to deteriorate as we move from federal administration to local administration. Undoubtedly the rule is subject to many exceptions but the core of the fact which lends credence to the generalization is that poor standards of tax administration tend to be associated with taxes that, because of their intrinsic nature or because of the environment in which they are imposed, can be easily avoided or evaded. The constant threat of real avoidance saps away the foundation of any tax uniformity in application. For example, it is undoubtedly true that some United States citizens have gone to Jamaica or elsewhere to avoid high personal income taxes, but it is almost impossible to believe that any have received better treatment at home as an incentive to remain. On the other hand, how many of us are not familiar with the fact that tax concessions are commonly made by local governments to business concerns and individuals as an inducement to retain their tax *situs* in a local community. How well do the local officials know that taxpayers can, often without undue trouble, legally take their taxable status to some more attractive jurisdiction?

"The taxing resources of the overwhelming majority of local governments are limited. Property taxation, the backbone of most local systems, probably is as well adapted to local use as any tax and better than most. Moderate levies on transactions, on net income, and on business are feasible in some localities provided material differentials to taxes in competitive localities and to those on the periphery of the taxing jurisdiction do not exist. These sources of general tax revenue combined with pricing and near-pricing opportunities for several local services will ordinarily provide an adequate revenue for a vigorous and healthy local government *only* if a substantial portion of the income-redistributing functions of government is abandoned by localities."

Even where independent school districts are large—as when they are coterminous with large cities, for example in Chicago—they are unlikely to be in position to employ nonproperty taxes. This is because the relatively favored position of schools as recipients of substantial state-aid funds makes it likely that

legislatures will give municipal governments rather than school districts priority in tapping new tax sources. Obviously, legislatures will not permit every government in the same community to add additional layers of taxation on the same base. The favored local governments have been and are likely to continue to be the cities themselves, whose functions in most states have benefited relatively little from state aid.

### Better Property Taxation

If it is to be the property tax which is the main support of most school systems, then we should make the most of this tax. This can hardly be said to be the case at present. The two major property tax matters which require remedial action, from the standpoint of self-support, are assessment procedures and the timing of tax payments. These have been familiar matters to students of local finance for three decades. The difficulties are not without remedy. The problem is not so much that cures are unknown or untried, but that the patients are often apathetic or downright hostile to their use. School business officials have a special interest in bringing local revenue systems up to twentieth-century standards, and your location in the grass roots of local finance should enable you to do effective missionary work.

The common practice in assessing property for tax purposes lead to two kinds of deficiencies in the resulting assessment picture: within the same taxing districts there are wide discrepancies in the ratio of assessed value to market value among different types of property and there are wide discrepancies in over-all ratios from one taxing district to

the next. A typical pattern of categorical inequalities in jurisdictions without statutory or constitutional classification by percentage or by exemption is as follows: commercial real property, public-utility property, vacant urban land, older residential and business structures, and livestock and farm crops are assessed at relatively high percentages of market value; the newer urban residential property, industrial structures and equipment and household goods, and intangibles are assessed at low ratios.

The effect of this pattern—and exempting homesteads or nonbusiness personal property from tax, by law or administrative action—is to place a larger share of the property tax burden on relatively unstable bases, that is on types of property most likely to become delinquent in a business downturn and types of property most likely to decline rapidly in value in such an event. The older improvements for example are among the first to suffer in earning capacity or market price when a community is hard hit by adverse economic developments. Many owners of vacant urban land, which in a prosperous period might have been developed and on which the taxes might therefore have been paid, will now have little incentive to continue paying property taxes. In rural areas, a recession or depression causes rapid drops in farm prices, and the result, as far as taxes on livestock and crops are concerned, is declines in assessed values or delinquencies or both. In a business decline commercial and public utility properties are usually stabilizing elements.

### Property Stable for Taxes

On the other hand, the value of such classes of property as the newer owner-occupied resi-



Dunkirk, N. Y., Board of Education in Session

The Dunkirk board of education has under way an extensive program of school services enlargement. At present two twelve room elementary schools are under construction. The similarity of the sites has made it possible to use one set of plans and specifications for both buildings. The cost of the first building is \$505,530 and the architect's fee on this sum is \$22,750. The architect's fee on the second building is only \$5,690. The educational planning for the broadening of the school program and for the building construction has been under the direction of superintendent Thomas E. Harney.

Left to Right: Edward Ames; William Sheehan; Malcolm Reed; Samuel Moreeno; Thomas Morrissey; William Washington; Mrs. Robert Dew; Edward Zuchowski.

dences in urban areas, nonbusiness personal property, and much industrial equipment is likely to be quite stable. If these are under-assessed relative to the general level of assessments in the community, a severe economic shock could mean a very large drop in revenues to be made up only through large and unpainable increases in tax rates.

While interdistrict inequalities do not directly affect local school tax problems, they are of concern in connection with state aids. For example, in Illinois in 1948 before assessment equalization, the median ratios of assessed value to sale value for urban property were six to seven times as high for the five counties with the highest ratios as for the five counties with the lowest ratios. Since the bulk of state aids for schools is distributed with a specified school tax rate as the criterion for the aids, obviously a taxing district which underassesses relative to other districts can secure greater aid with the same or less local tax effort.

For this reason, states have been adopting and improving equalization programs, under which the state tax authorities employ studies of the ratios of assessments to the prices at which actual sales are made. From these ratios, equalization factors are derived which are applied to all assessments to place them on a comparable basis for state aid purposes. Among the states with the best developed equalization programs are Illinois and Pennsylvania. In Illinois, all assessments in each county, originally made by township assessors, have the same equalization factor applied against them. When the county clerks compute property tax bills, the tax levies are applied to the equalized valuations. Until invalidated by the courts, this use of the equalization factor was augmented by county supervision of local assessments to achieve intracounty equalization.

With an effective equalization program, taxpayers in one district cannot receive the benefits of a disproportionate share of state school aids merely by encouraging district-wide underassessment. On first glance it may not seem to be in the interests of local school authorities to support equalization, since it looks like such a good way to milk the state treasury. But over the long run equalization benefits school systems, since *someone* pays for this uneven pattern of school aids, and the *someone* is not impersonal but the taxpayers in areas where underassessment is not practiced. And these taxpayers are not likely, when they become aware of the situation, to support increased school aids.

#### Better Assessment Procedures

Moreover, any improvement in assessment procedures — whether through intercounty equalization, county supervision of local assessments, better recruitment and training practices for local assessors, or the use of scientific aids to assessing — works in a number of directions. It helps to eliminate both interdistrict inequities and categorical inequities. All of these improvements strengthen the local tax structure and thus merit the support of school officials.

An equally important way in which the property tax can be strengthened is through better timing of tax payments. Most federal and state taxes require payment following close after the taxable event — the federal income tax is withheld as income is earned; state sales taxes are paid when the consumer makes his purchases and must be remitted to the state within one month. Not so with the property tax — usually there is a substantial lag between the taxable event — assessment day — and the date of tax payment. In Illinois, for example, property taxes based on valuations made as of April 1, 1952 are not due until May and September, 1953.

This situation introduces inequities between taxpayers whose main contribution to state and local government is made from currently collected sales and income taxes and taxpayers who themselves are allowed to use the tax money for an additional 12 or 18 months because their major contribution is through the property tax with its major time lags. But this is the least of the consequences of this system of delayed payment. The major result is the additional vulnerability of local governments to economic difficulties. This is a fact because, in the event of a recession with declines in the income-producing possibilities of most kinds of property, the property taxpayer is still faced with bills based on valuations made a year or a year and a half earlier, valuations related to the greater income-producing possibilities at that time. Naturally, if conditions are really bad, and the taxpayer is hard pressed, this overhand of tax liabilities may be too much for him, and delinquency may be the outcome. The nearer the tax payment date is to the date of valuation, the less

likely it is that a change in the economic weather will affect tax collections.

#### Prompt Payments Possible

Other advantages would result from more current payment of property taxes. For one thing, school boards could budget with a better idea of the effect of economic conditions on tax collections. Right now, a school board adopting a budget and a tax rate in December of one year must not only know last spring's assessment but also make a guess as to next spring's collections. If conditions change and collections decline, the authorities are in a fix. If, however, property taxes were collected currently, assessments, tax rates, and budgets would have a more realistic relation to current conditions.

A third advantage of current collection is so obvious that I need only to mention it — that is the elimination of the need to spend large sums each year in interest on tax anticipation warrants. These are expenditures which many school districts make year in and year out; they are predictable and would be almost completely avoidable were property taxes collected currently and periodically. And by this I mean not less frequently than quarterly and preferably monthly. The administrative costs of monthly or quarterly collection would not be prohibitive and would be reduced to the extent that current collection reduced the need to engage in that most expensive of tax-collecting procedures, the collection of delinquent property taxes. Taxpayers have enough experience with current periodical collection of other taxes to be used to it, and for many it would be more rather than less convenient.

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#### RECEIVING THE CHECK

The board of education at Ecorse, Michigan, recently received a check for \$1,675,518.44, realized from the sale of bonds for an addition to the Ecorse high school that will enable the school to offer instruction in industrial arts, vocational education, music, household arts, and science. The building will also include an auditorium, a gymnasium, a cafeteria, and a swimming pool.

Members of the board, left to right are: Ray E. Montie, secretary; Harry F. Vellmure, attorney; Marie J. Raupp, Robert R. Thomas, Ralph E. Brant, superintendent of schools. Seated: Edward J. Montry, president; Clarence R. Mead, treasurer.

# The Office of Education

## in Its 85th Year *Elaine Exton*

Dr. Earl James McGrath upon his induction as the eleventh Commissioner of Education, March 18, 1949, expressed faith that "the Office of Education can become an increasingly useful and important element in American education and in American society" and pledged his efforts to that goal.

He has striven mightily in the months that have intervened to realize this hope. Has he succeeded? Among educators who are usually well informed the consensus seems to be that, although handicapped by inadequate funds for the tasks at hand and its status as a subordinate government bureau, the *U. S. Office of Education*—as Arthur S. Adams, president of the American Council on Education, said in a special statement for this issue of the *AMERICAN SCHOOL BOARD JOURNAL*—"is giving a high quality of leadership that is being increasingly helpful to education."

### As Others See It

In the view of Sarah C. Caldwell, president of the National Education Association, opportunities for the Office to extend its influence through leadership in calling attention to critical conditions and co-ordination of the Federal Government's educational interests "hinge at present upon clarification of federal policies toward education, the allotment of adequate funds to the Office budget, and the development of an atmosphere in which Office of Education services may flourish."

Affirming that "through the years the Association has stood by its original policy that the Office of Education is an essential educational agency," she states: "Our leaders have often fought against heavy odds to convince Congress of the need for adequate funds to support Office projects and publications and to free its staff from the heavy hand of administratively superior federal officials."

She reminds that "for nearly a decade prior to 1867 the NEA—then the National Teachers Association—(and other interested groups) fought to establish a federal agency which would have special concern for the development of education," noting that "when on March 2, 1867, President Andrew Johnson signed the bill creating the unit from which the Office developed, the NEA leader, Thomas W. Bicknell, expressed the profession's sentiments in these words: 'Had the Association lived only to secure this great act of national legislation its labors would have been amply compensated.'"

"When the Office was established in 1867, its functions were defined, not in terms of control, but in terms of fact-finding and of providing professional leadership," Dr. Arthur S. Adams, president of the American Council on Education, emphasizes. He calls the role of the U. S. Office of Education "unique among the governmental agencies for education in the nations of the world," commenting that "almost without exception, the (foreign) ministries of education exercise a controlling influence upon education at all levels."

"The task of the U. S. Office of Education is in many respects more difficult than that of a ministry of education," he points out, remarking that "it stimulates the establishment of higher professional standards for teachers, yet without authority to enforce such standards; it suggests new emphases in curricula and in school services, but full responsibility rests with the state and local community to accept or reject such suggestions."

Chief state school officers wish more of the educational programs of the Federal Government were in the U. S. Office of Education, Dr. Edgar Fuller, the executive secretary of their National Council, told me recently, "because administrators in other federal agencies seldom understand the problems of educational administration as well."

"After dealing with the numerous other federal agencies that have educational programs in the states," he says, "the personnel of the U. S. Office of Education stand out as the truest friends of education in the federal government." He is proud of the fact that "most of them are professional educators who have come up through the state and local school systems and who believe in state and local autonomy in education and oppose federal controls just as the leaders in state and local school systems do."

### Comments From Capitol Hill

From Capitol Hill, too, come tributes to the Commissioner and his co-workers from members of Congress who in recent years have had occasion to review the activities of the Office of Education.

Congressman Samuel K. McConnell, Jr. (R. Pa.), who it is anticipated will be the chairman of the influential House Committee on Education and Labor in the Republican-controlled 83rd Congress, stresses the importance of having an American education system that is both adequate to meet the needs of

modern day living and conducted under local control.

He recognizes the necessity of having an efficient national agency representing educational interests at the federal level, accents its part in carrying out research on educational problems and practices, citing the study of superior methods of teaching as an example. He is stanchly behind such educational programs as grants-in-aid for vocational training that relates to the national interest and our government's meeting its obligation where there is federal impact on local communities by furnishing financial assistance as provided in Public Laws 815 and 874.

Representative Graham A. Barden (D., N.C.), chairman of the House Education and Labor Committee in the Democratic 82nd Congress, considers Commissioner of Education McGrath "an excellent administrator with very sound and constructive ideas who resists the efforts on the part of anyone to give to him or his Office the right or authority to meddle in the American school system or to exercise any supervision or control over any part of the school system," believes "he has the proper conception of the duties of his office imposed by Congress."

Senator Robert A. Taft (R., Ohio), the ranking minority member of the Senate Committee on Labor and Public Welfare in the last Congress, also strongly supports our nation's system of universal free schooling, recalling that it "was built up on the basis of the development and control of education by each community so that the parents in each city, town, and county could determine the manner in which their children shall be taught."

Another member of this Committee, which has jurisdiction over matters in the field of education, Senator Wayne Morse (Independent, Ore.) writes "I have always found the U. S. Office of Education to be highly cooperative and completely objective in respect to its representations before the Committee." Praise comes from the only woman member of the United States Senate, too. "The U. S. Office of Education has performed a useful and valuable function in the field of education" in the opinion of Senator Margaret Chase Smith (R., Me.).

"I know we can count on the Office of Education to continue to advance education throughout the country and serve well our nation and the cause of peace," comments



Earl J.  
McGrath,  
U. S. Com-  
missioner  
of  
Education

Senator Lister Hill (D., Ala.). Maintaining that "the Office of Education has recognized its important role in the defense emergency and has effectively carried out each task assigned to it," he mentions its vocational training program that helps provide skilled workers essential to industrial and farm production, the special programs to assist school districts overburdened by defense activities, and the establishment of the National Scientific Register "as of special importance in the defense emergency." Asserting that "the potential enemies of Democracy have superior numbers," he conceives our task as that of achieving "superiority in the preparation and training of our youth to meet the challenge of Communist aggression, and to establish the lasting peace we faithfully strive to achieve."

### The Commissioner's View

The Office of Education has not always been held in such high esteem by educators or on the Hill. The new attitude stems in part from the present Commissioner's conception of the role of the Office and the changes he has effected to help it to fulfill its aims.

To Dr. McGrath, the controlling purpose of his agency "must be the development of those services that will contribute most vitally to the continued progress of American education and assist in identifying and constructively solving the most pressing educational problems."

Dr. McGrath considers that effective leadership in education at the federal level requires a national agency actively concerned with major trends in education and their relation to social and economic happenings at home and abroad; one which originates broad policies within the framework of the national interest and interprets these to state and local authorities, while leaving autonomy in the control of education to them.

### The O. E.'s New Look

To determine how to lift the Office of Education to new levels of effectiveness in carrying out its primary responsibilities, Commissioner McGrath asked the Public Administration Service of Chicago to survey his agency's functions and activities. The study —

conducted under the direction of Francis S. Chase, professor of Educational Administration at the University of Chicago, in the spring and summer of 1950 — concluded that the Office due to its organization and "specialist staffing pattern" was dissipating its energies on "scatter-gun" projects and not giving enough attention to problems of major educational importance.

To assist the Office of Education in developing and putting into operation a program consistent with its stated purposes and fashioned to make the greatest possible contribution toward meeting the needs of American education, the report recommended a simplified administrative organization "more flexible than the existing structure that will lend itself more readily to adaptation to changing needs, and that is at least a step in the direction of complete functional organization." Commissioner McGrath has since instituted a reorganization of the Office that incorporates many of the recommendations of the Public Administration Service study.

### Streamlined for Work

The major operating programs of the Office of Education are now carried on through six "line" divisions, assisted by the necessary "staff" services. Three of these line divisions perform functions long associated with the work of the Office, namely, a *Division of State and Local School Systems* (Assistant Commissioner Wayne O. Reed, director) responsible for working with state and local educational agencies on the improvement of elementary and secondary education; a *Division of Vocational Education* (Assistant Commissioner Joseph R. Strobel, director) responsible for working with state educational agencies on the development of programs of vocational education; and a *Division of Higher Education* (W. Earl Armstrong, acting director) responsible for working with colleges, universities, and other agencies in the field of higher education.

The other three line divisions are of more recent origin, reflecting the assignment to the Office of important new functions.

One of these is the *Division of School Assistance* (Deputy Commissioner Rall I. Grigsby, director) which is responsible for administering the program of federal financial aid (P.L. 815 and 874) for the construction, operation, and maintenance of schools in critical defense areas and other localities substantially affected by expanded federal activity. This legislation was passed with the virtually unanimous support of Republicans and Democrats in both the Senate and the House, indicating the confidence of Congress that the Office of Education would administer these measures without in any way interfering with local control of education. Bills to continue and possibly enlarge this program are expected to be introduced in the 83rd Congress.

Another recently-established unit is the *Division of Veterans' Educational Services* (Assistant Commissioner James C. O'Brien, director) which was set up to carry out the Office's responsibilities under the so-called

"Korean GI Bill" (Veterans' Readjustment Assistance Act of 1952, P.L. 550, 82nd Congress). This statute makes the Commissioner of Education responsible for publishing a "list of nationally recognized accrediting agencies and associations which he determines to be reliable authority as to the quality of training offered by an educational institution," to be used by State Approving Agencies in carrying out their responsibilities for approving schools and programs in which veterans may enroll.

The statute also provides that the services of the Office of Education shall be utilized by the Veterans Administration in developing co-operative agreements with state and local agencies and improving policies, standards, and legislation concerning the veterans' educational program as a whole. While this activity of the Office is not yet in full operation, it is clear that the new assignment is a sizable one.

The third new unit is the *Division of International Education* (Assistant Commissioner Oliver J. Caldwell, director). In this instance the area of operation is not new, since the Office has been under a specific injunction to publish information "on educational topics . . . in foreign countries" since as early as 1896. The scope of the activities of the Federal Government as a whole in the international sphere, however, has increased so markedly in recent years that the international projects of the Office have now developed far beyond the informational work initially undertaken into a major operating program.

Typical among these new activities are (a) the international exchange projects for teachers and educational leaders (Fulbright, Smith-Mundt, and so forth) being carried on by the Office through delegation from the Department of State, and (b) the "technical assistance in education" projects, whereby the Office furnishes professional educational services to missions of the Technical Co-operation Administration and the Mutual Security Agency through such means as recruiting educators for foreign assignments, assisting foreign trainees sent to this country for special study, and reviewing and evaluating requests for materials for use in overseas educational institutions. Some indication of the growing volume of this kind of work is reflected in the fact that during 1951-52 alone the Office of Education planned exchange arrangements for around 800 American and foreign educators, while in the present academic year the number will exceed 1000 teachers and educational leaders.

The principal staff unit established by the Commissioner to assist in guiding and co-ordinating the increasingly diverse and widespread activities of the Office is the *Program Development and Coordination Branch* (Assistant Commissioner Ward Stewart, director). The work of this unit is carried on through a program planning staff, a legislative and liaison officer, and a research and statistics section. Two other branches — *Reports and Publications* (Dr. G. Kerry Smith, director) and *Administrative Management* (Donald C. McKone, executive officer) — also furnish services that are Office-wide in scope.

To make the work of the Office of Education more valuable to American educators and more nearly relevant to the problems which they face, in July, 1950, Commissioner McGrath created a Council of Advisers composed of 25 distinguished educators broadly representative of the profession. The group meets annually at the call of the Commissioner. Members are appointed for three-year terms.

### An Honored Charter

The Act of 1867 creating a federal agency for education established "a department of education for the purpose of collecting such statistics and facts as shall show the condition and progress of education in the several States and Territories, and of diffusing such information respecting the organization and management of schools and school systems, and methods of teaching, as shall aid the people of the United States in the establishment and maintenance of efficient school systems, and otherwise promote the cause of education throughout the country. . . ."

### Present-Day Services

Subsequent legislation has extended the Office of Education's original functions enabling it to develop a wide range of programs in response to changing conditions. These vary from furnishing advice on educational standards to administering grants-in-aid for the support of vocational training.

The areas in which the Office of Education is now providing consultative services and leadership, as American Council President Arthur S. Adams points out, "embrace almost the whole field of education—elementary, secondary and higher (as well as adult) education; counselling and guidance; the subject-matter fields such as science, English and mathematics; and vocational and other specialized education."

Today a school or library board requiring steel for essential educational construction or equipment can secure a priority rating from the Office of Education to expedite its purchase. A State Board for Vocational Education that wants assistance in developing new or defense-related training programs can direct a request to the Office of Education that will bring written advice or the personal services of a program specialist. A student seeking help in financing college study can send for the Office of Education publication—*Scholarships and Fellowships Available at Institutions of Higher Learning*<sup>1</sup>—that lists offerings in 1200 institutions and can inquire there about other sources of such aid. A teacher planning to travel in South America or in some of the European countries—Turkey, for example—can take with him studies describing the educational systems in these lands prepared by Office of Education specialists.

Among the methods that the Office of Education uses most frequently in carrying out its mandate to "promote the cause of edu-



*Commissioner Earl J. McGrath congratulates Wm. G. Carr as new Executive Secretary of the National Education Association.*

tion throughout the country" are the following: (1) publishing educational information; (2) establishing co-operative relationships with state, county, local, and private educational systems and agencies; (3) conducting educational research; (4) furnishing advisory service through correspondence and field visits; (5) providing leadership, consultative, and clearinghouse services through national and state conferences, publications, and public addresses.

### Some Vital Statistics

By 1952, the regular Office of Education staff—which at the outset consisted of just the commissioner (Henry Barnard), a clerk, and a messenger—had grown to 219 professional members and as many clerical workers. This number is considered inadequate by leading educators and is judged by the present Commissioner to be "a relatively small group to staff the agency of the federal government primarily concerned with *our American education system which enrolls over 34 million persons*—more than one-fifth of the total population of the United States—and this year is spending approximately \$10 billion."

During the past 12 months the Office of Education answered more than 700,000 post cards and letters of inquiry; issued at least 175 separate publications. Its printed materials, available for sale at the Government Printing Office, range from a one-sheet facsimile copy of the Declaration of Independence to a 496-page directory giving the names, addresses, enrollment, and other pertinent data for all high schools in the United States.

Besides reports required by Congress and traditional fact-gathering surveys, the Office of Education prepares a diversity of bulletins describing educational administration and methods of teaching in the states, studies in such special fields as educational television, library service, and school bus transportation, as well as two periodicals reporting on Federal Government activities affecting education—*School Life* and *Higher Education*.

During the fiscal year 1952 the Office of Education called 64 conferences on many aspects of education, participated in numerous meetings in the field, evaluated about 4000 credentials of foreign students for some 400 American colleges and universities; responded to 6000 requests from American educational institutions asking for information on where to obtain teaching materials on foreign countries.

Since the inception of the Controlled Materials Program on July 7, 1951, the Office has considered 12,500 requests for construction permits and allocations for critical materials from educational institutions, including 11,000 for elementary and secondary schools and 1500 for higher education, libraries, and museums. During the three-month period ending September 30, 1952, alone, it approved permits "to commence construction" and material allocations for 867 elementary and high school projects valued at \$287,387,098 and 99 college projects valued at \$45,089,291.

In the fiscal year 1952 Congress appropriated a total of \$160,787,274 for expenditure by the U. S. Office of Education—\$2,913,890 for operating the Office and \$157,873,384 for grants to the states, including \$5,030,000 for

<sup>1</sup>Free supply exhausted. Copies available for purchase from the Superintendent of Documents, U. S. Government Printing Office, Washington 25, D. C. Price, 55 cents each.

the support of land-grant colleges, \$26,273,384 for vocational education below college grade, \$126,570,000 for assistance to federally affected areas. Moreover, certain federal agencies have asked the Office to assume responsibility for some educational aspects of their programs. For example, in that year the Department of State placed approximately \$1,352,000 at the disposal of the Office of Education for use on the Exchange of Persons Program.

The total amount spent by the Federal Government for educational activities in 1950-51 came to more than 2.5 billion dollars, or about six per cent of the entire federal budget. Although corresponding figures for the fiscal year 1952 are not available, it is thought that they will not vary greatly from those just given. According to statistics compiled by the Hoover Commission in 1948-49 and by the Legislative Reference Service of the Library of Congress in 1949-50, the Office of Education administers less than one per cent of the federal funds expended for education. The lion's share, more than 80 per cent, went to the Veterans Administration.

### Recent Gains in Stature

In the opinion of Commissioner McGrath we are in a period when educational history is being made, a time when events occurring in American society and in the educational institutions of the country are reshaping profoundly the position of the Office of Education in the total educational picture in the United States. He believes that "by managing our affairs well" and with additional support from Congress, the staff of the Office can provide the leadership necessary to help in solving important educational problems without assuming control of educational theory or practice.

There is growing evidence that Congress and the executive branch of the government alike are regarding the federal educational agency with new respect, are to an increasing extent recognizing it as the appropriate channel for dealing with educational problems of nationwide scope that require action on a national basis for solution, are delegating fresh duties to it as emergency needs arise.

### Through Congressional Action

In recent legislation affecting education Congress has assigned substantial new responsi-

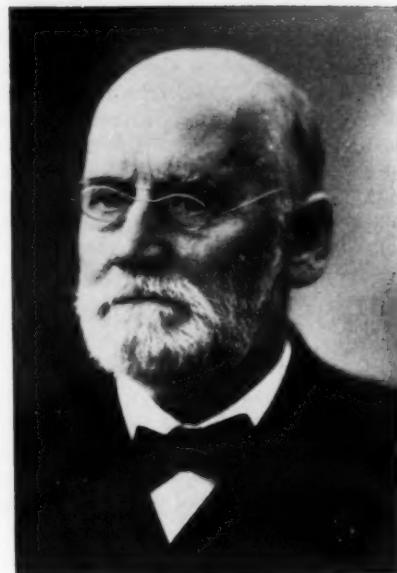
bilities to the Office of Education. Take, for example, Public Laws 874 and 815.

The first-named Act, approved September 30, 1950, authorizes the U. S. Commissioner of Education to make contributions toward the operating costs of schools attended by children living on federal property or whose parents are employed on such property, or toward the support of school districts overburdened by increased enrollments as a result of federal activities. The second conveys authority to provide financial assistance for school construction in federally affected areas. In addition, Title I of the last-mentioned Act (P.L. 815) empowers the Commissioner of Education to make grants to all the states for (a) inventorying existing school facilities and (b) determining school plant needs and developing long-range plans to meet them.

Under these Acts the Commissioner is made responsible for establishing eligibility and entitlement in terms of the objective formulae the laws set forth, and, in the event the funds appropriated are insufficient to pay full entitlement, for setting the pro rata payments under P.L. 874 and the relative urgency of need as a basis for approving construction projects under P.L. 815.

Secretary Fuller, of the National Council of Chief State School Officers, holds that these grants-in-aid for the operation and construction of schools in federal defense areas under Public Laws 874 and 815 "are probably the most difficult to administer affecting education ever passed by Congress." "Because they are special aids to be granted under special conditions, the U. S. Office of Education could have made the administration of these laws almost completely federal," he explains, "but they have chosen to depend to a great extent on the state and local educational officials." The high degree of efficiency in their administration, he is convinced, can be credited largely to the teamwork developed among local, state, and federal administrators.

A recent proposal of Congressman Graham A. Barden, chairman of the House Education and Labor Committee in the past (82nd) Congress, envisions a broader co-ordinating role for the Office of Education. After considerable research and investigation he has stated that "every governmental agency of the U. S. Government should make available to the Office of Education a report of its expenditures and activities in the field of education, if we are to have the information we should



William T. Harris  
Commissioner of Education  
from 1889 to 1906.

have, and if the Office of Education is to perform the functions for which it was created."

"This," he adds, "does not mean the giving of any power, authority, or supervision over any of the agencies or departments to the Office of Education; it simply means the designation of one agency from which the school people of America, the Congress, and other officials can get desired and sometimes necessary information."

### Through Executive Action

Further evidence that the U. S. Office of Education has gained in stature is found in the fact that other government agencies are increasingly calling upon the Office for assistance in the development and operation of their educational and training programs.

The National Security Resources Board after the outbreak of the Korean conflict designated the Office as the focal point within the Federal Government for bringing together available information to help schools and colleges contribute to the national preparedness effort.

Subsequently the National Production Authority designated the Office as the claimant agency for educational institutions with the power to issue permits "to commence construction" and to allocate critical materials in short supply — as steel, copper, and aluminum — to support building essential facilities for schools, colleges, and libraries.

Additional illustrations of the Office of Education's working relations with other government agencies are, to mention a few, its consultant service to Selective Service in the development of policies for the deferment of students of draft age; aid to the Civil Defense Administration in regard to its program as it affects schools and colleges; advisory service to the War Department in the development of schools for dependent children of overseas personnel in Occupied Areas abroad.



Commissioner McGrath welcomes British exchange teachers to the United States.

# An Adventure in Communication

*Jairus J. Deisenroth\**

"Well, it's been just forty years since I finished my commercial course at this school, and today is the first I've been back," remarked a prominent Cincinnati industrialist, as he sat in the auditorium of Woodward High School on the occasion of the city's first Education-Business-Industry Day. April 19, 1951 turned out to be a good experience in communication, as the high schools of Hamilton County, both public and parochial, welcomed more than 400 leaders of business and industry to a one-day visit and tour. Many of these men and women could say with the leader quoted, "and my what a school this is! And what a job is being done here. It is almost unbelievable how the high schools have come along!"

From the point of view of the Cincinnati public schools, which the writer represented on the interschool planning committee, there could not have been a more happy occasion. Not often during a school year is there given to a school system such a fine opportunity for communication between those business leaders whose support is so valuable and the public schools which serve the needs of a modern city. More than that, the public schools of Cincinnati faced a special challenge, in that they had just issued the superintendent's annual report, entitled "The Cincinnati Public Schools, A Vast Community Enterprise."

How vast the enterprise was, and how accurately it was geared to the needs of the community was amply demonstrated on this first E.B.I. Day. The Cincinnati schools had been given the opportunity of demonstrating in the few hours of visiting just what was meant by terming the schools a vast community enterprise.

\*Department of Research, Cincinnati Public Schools.

The writer has had informal reports from the other school groups — the high schools of the Hamilton County system, the Catholic schools of the county, and the independent village and small city high schools. Their stories are quite similar in the important details. Success in terms of attendance of the visitors, the smoothness of operation, and the apparent learning situations was reported from practically 100 per cent of the high schools.

Not even the school staffs could have anticipated such a warm response to their invitations as they received from the more than 400 visitors. Much of the praise for the fine and attentive visiting goes to the Chamber of Commerce which provided the names of the prospective guests, and which insisted that the guest firms send the "top brass." These men and women, in turn, were deeply appreciative of the opportunity to learn about modern high school methods and programs. One visitor wrote "If there is one thing I should criticize it is that we were treated too well by principals and teachers." Which is no loss to either side of the business-education relationship.

To one familiar with public schools it is essential to recognize that the matter of communication makes the difference between support and disinterest as qualities which mark the attitude of the supporting public. There has been too much on both sides of the education-business fence of the repeating of half-truths and misunderstandings which come from ignorance and lack of real information. Such excellent experiences as the business sponsored Cincinnati Business-Industry-Education Day, at this writing just having been observed for the second time in the spring of 1952, and the schools' return program can do much to erase ideas that conceive of businessmen to be cold

and calculating money-makers, and school people to be impractical dreamers who could not earn an honest dollar in any other occupation. Such full-scale events can bring to any community a relationship that will bring benefits to both parties. They are a means of communication *par excellence*, because there is to date hardly another school or business observance that brings so many leaders together at one time.

Standing as a goal to be reached or surpassed by the schools was the very successful first observance of Cincinnati Business-Industry-Education Day of just about six months earlier. While it is hardly fair to describe this in just one paragraph, it might be sufficient to indicate that the teachers were thrilled at their visit to the home grounds of industry and business. However, the schools, which had sent about 1600 teachers to industry were now preparing to receive the men and women of industry as a courteous gesture of appreciation.

Such a succession of events arranged by business or schools requires a modicum of skillful arrangement and management, of course. The first event had proved that the business hosts had gone all out to entertain and instruct their guests. When the original planning committee for the schools met, therefore, an important objective was that of giving to the business people a fair picture of what the modern high school means not only to the boys and girls, but to the business community as well. Doing the job efficiently and with a flair for good management would give additional evidence of the ability of the schools to perform such a service. This was significant in the case of the Cincinnati public schools, which entertained more than half of the guests.

At the first meeting of the general com-



*A typical luncheon group of industrialists, businessmen, and teachers at the Cincinnati Education-Business-Industry Day observance.*

mittee several important decisions were made. They included the method of assigning guests to the 53 high schools involved in the event, one which precluded the idea of letting the guests select their favorite school for visitation. Another decision was to brief the guests at an opening assembly to be held at the Wilson Auditorium on the University of Cincinnati campus. Each school was to be asked to provide a luncheon for its guests. The guests were to provide their own transportation, a decision which was reached after polling the employees of a dozen or so companies to determine if this was their wish. Finally, it was decided that beyond a few basic decisions, such as mentioned above, each group of schools, and each school within the groups would be free to present its program in its own way.

This brings the story to the workings of the public school committee, which was chaired by the writer. Because of the determination to give each school extreme leeway in planning its program only two meetings with principals were scheduled. At these first priority was given to obtaining agreement upon several items which each school should feel compelled to do for the sake of uniformity. Following these agreements, the meetings dealt only with matters which were in need of clarification and the exchange of information between schools, for mutual improvement of their programs. Throughout these meetings it was stressed that each school would do well to bring to the fore as many different persons — faculty, pupils, and custodial staff — as possible. Much more planning went on in the individual schools, evidence of which came to the writer through the materials sent by the various principals from time to time. Incidentally, on the day of the event the writer visited five different schools, and was pleased to report that everywhere there was real evidence of broad participation in planning.

High school pupils were very active at the opening assembly at the University. Nearly all of the guests appeared for this event, and they saw what boys and girls can do in these days of pupil participation. A student orchestra, student ushers, student assistant registrars, student stage hands, and a student Presentation of the Colors gave testimonial to the fact that in today's schools the youngsters have a part to play.

Out of this meeting came a challenge for all who attended in the remarks of Dr. Claude V. Courier, superintendent of the Cincinnati schools, and main speaker for the occasion. Quoting General Eisenhower, he said, "America is exactly as strong as the initiative, the courage, and the loyalty of each individual citizen." In this he gave firm emphasis to his belief that the schools have a great deal to do with the development of these qualities. "I am inclined to think," Dr. Courier averred, "that is their biggest job, and the initial job of developing literacy is just the beginning."

That the schools were not neglecting the literacy angle was demonstrated all during that E.B.I. Day, as English, mathematics, speech, writing, and other so-called fundamentals were shown in real-life teaching situations in every school. That the schools were giving the boys and girls training in good citizenship qualities was not neglected either, as the guests learned during their visits.

Prior to the actual tour of the schools came the briefing of the men and women by the principals and staff members. Nothing was



Visitors observing the preparation of a meal in a school lunchroom.

left to the imagination or to guesswork. Printed programs and schedules were passed out, courses of study handed to them, and guidance along their tour given by trained educators. The tour of the building and other events of the day came along smoothly, to a degree that brought gasps of surprise from the guests. As one guest wrote later, "I admire the kindness, enthusiasm, and loving care behind all the work of the schools. The progress made in the past few years is simply beyond comprehension by businessmen unless they did exactly what I did on April 19 — go to the — school and see it in operation." Incidentally this guest told the principal that he could stay only until 11:30 a.m., because of the press of business. At 12 o'clock he sidled up to his host and asked if he could stay for lunch. And when the visit was over at 3 o'clock he was one of the last to shake the hand of the principal as he left the school!

While it is unlikely that the guests were unduly influenced by the excellent lunches served, they might have been pleased by the explanation given in the Cincinnati schools that

the meals were not paid for out of public funds, but from school funds. Many guests reported pleasure at seeing the schools meet what might have been an insuperable counterattraction — the speech of General Douglas MacArthur, scheduled for noon on E.B.I. Day. Televisions and radios appeared almost by magic in the school dining rooms, permitting the guests to hear what many considered to be an important event.

The Cincinnati schools did not send their guests away empty-handed, either. Kits had been prepared for each guest, containing numerous useful items both for the success of the visit and for future use. School handbooks and directories, copies of school annuals, calendars, courses of study, booklets of guidance and counseling, current copies of school newspapers carrying news of E.B.I. Day, and other larger and smaller items made the day a memorable one for those who appreciated something tangible. It was reported, too, that the doughnuts and coffee served the guests at midmorning helped to make the hours spent at school something to be remembered for warmth and genuine interest in the guests.

Scores of letters were received by the schools and by the committee. Here is one sample. "The plant and equipment are impressive, but back of it all I sensed the great creative and determining forces represented in the human element which gives life to the ideals." Another wrote, "What I saw there (at a large 'basin' high school) was a complete revelation to me. It made me appreciate some of the difficulties under which you and your associates work, and the success with which the problems are handled."

The more than 200 guests of the Cincinnati public schools received from the Department of Research within a month a set of questions designed to discover the reactions of the guests to their reception and to the program presented for them. The writer reports that after a strict accounting of the returns from 138 of those canvassed, the glow of the day was apparently still upon them. The success of the assembly was reported in full, and was understandable. The method of assigning guests was highly approved. Nearly every guest thought that a full school day was ideal for the visit. And all of the high schools were happy to note that almost a hundred

(Concluded on page 62)





*The new Washington School, Holdrege, Nebraska.—Jos. W. Radotinsky, Architect, Kansas City, Kansas.  
View from the south and west showing the massing of the windows in the academic area, office area, and main lobby.*

## ***HOLDREGE MEETS NEEDS OF ITS FUTURE CITIZENS***

**H. F. Schroeder\***

November 4, 1946 has become a red-letter day in the lives of the youth of this little community, located on the Central Plains of Nebraska. It was on this day that the Holdrege board of education formulated preliminary plans for school building construction to meet the needs of a fast growing school population.

Early in December of 1946, the Holdrege board of education called in professional educators from the University of Nebraska and the Colorado State Teachers College. These men together with a local faculty committee and the board of education established a policy of need, based on a scientific survey of the community, to be pre-

\*Superintendent of Schools, Holdrege, Neb.

*The building is fully lighted for →  
night use and serves adult groups.*





*Bus loading platform of the Washington School, Holdrege, Nebraska. A monolithic concrete canopy, functionally designed, projects over the bus driveway and affords shelter for the many children who arrive at school and return home by bus.*

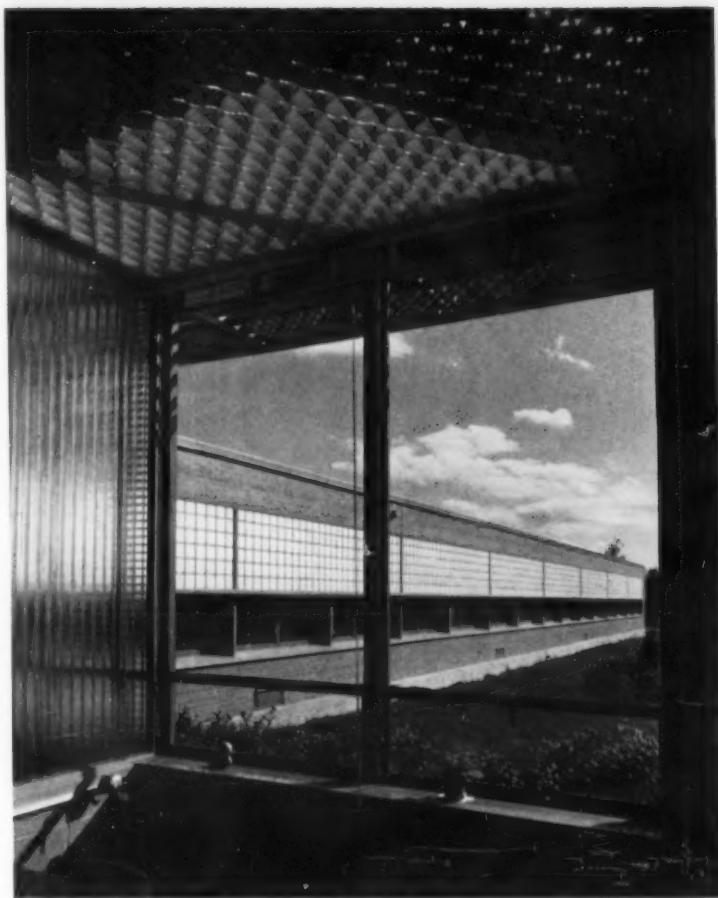


sented to the people of Holdrege for their consideration and action.

The voters of Holdrege asserted their faith in education for its youth by approving a bond issue of \$470,000 on May 17, 1949. This issue provided for two new and completely modern elementary school buildings. One of these buildings was officially designated as the Washington Elementary School and is completed and in use. The other building, designated as the Franklin Elementary School, was ready for occupancy in the fall of 1952.

The Washington Building received its official start on December 14, 1949, at which time contracts were let. The building has a floor space of 21,450 square feet as compared to a total cubage of 400,000 cubic feet. The exterior is of modern design carried out with Los Ranchos and Roman type brick, with shades in the range of reds

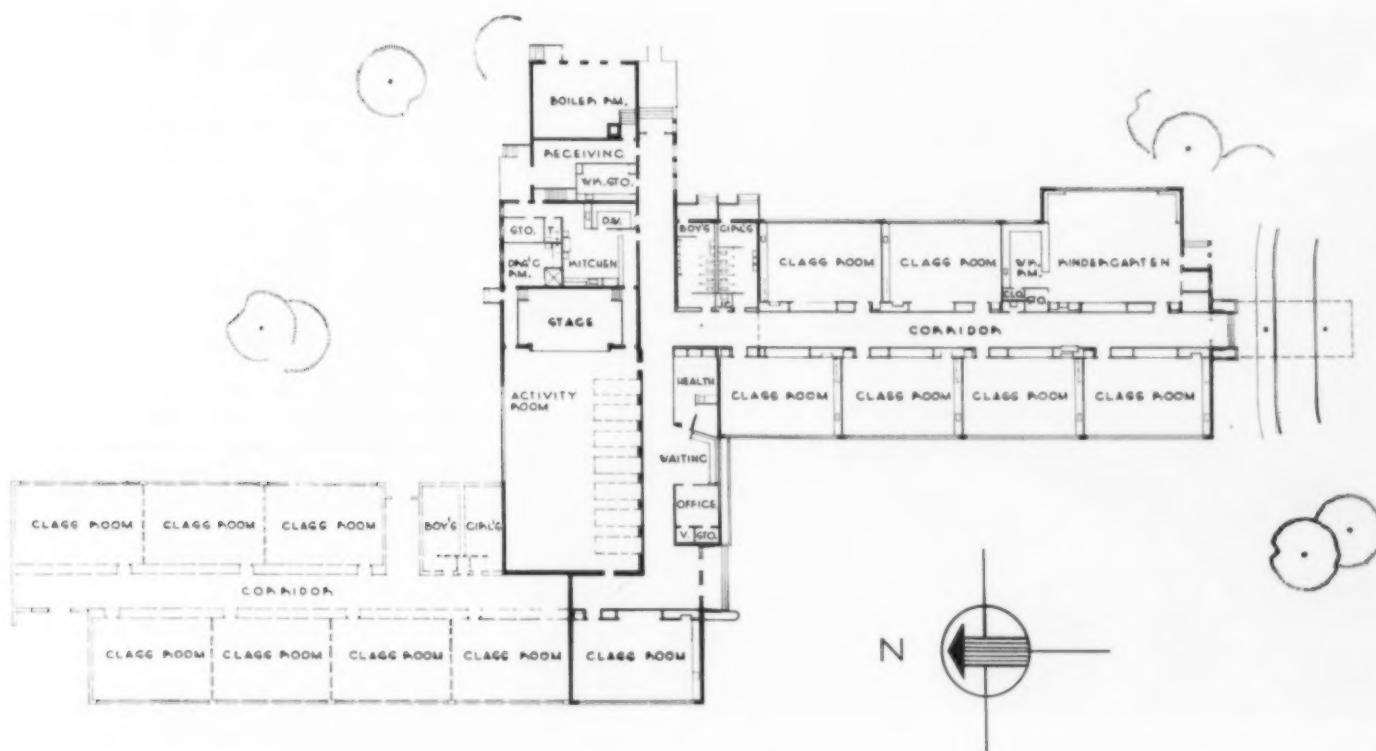
← The reception area adjoining the main entrance and the office and health unit provides a most cheerful introduction to the school. A bulletin board has been worked into the detail which forms the reception area.



*The classroom wing as seen from the reception area of the main entrance.*



*Detail of entrance and office area. The combination of brick, monolithic concrete and native limestone is effective without destroying the child adjusted scale of the design.*



### Floor Plan

Washington School, Holdrege, Nebraska.—Jos. W. Radotinsky, Architect, Kansas City, Kansas.

Scale 0 20 40'



*The kindergarten includes a main room and a large, well-equipped project area. The children have the use of separate toilets and the teacher has a large storeroom for equipment and supplies.*



*The typical classroom includes at the rear a long project work counter with ample storage space underneath. There are also tackboard, bookcases, and built-in wardrobes on the corridor side of the room. The built-in unit ventilator is arranged to prevent drafts and to provide additional storage space.*

running from dark to light and tending toward a red-orange. The copings and sills are buff limestone with concrete overhangs between glass block and windows.

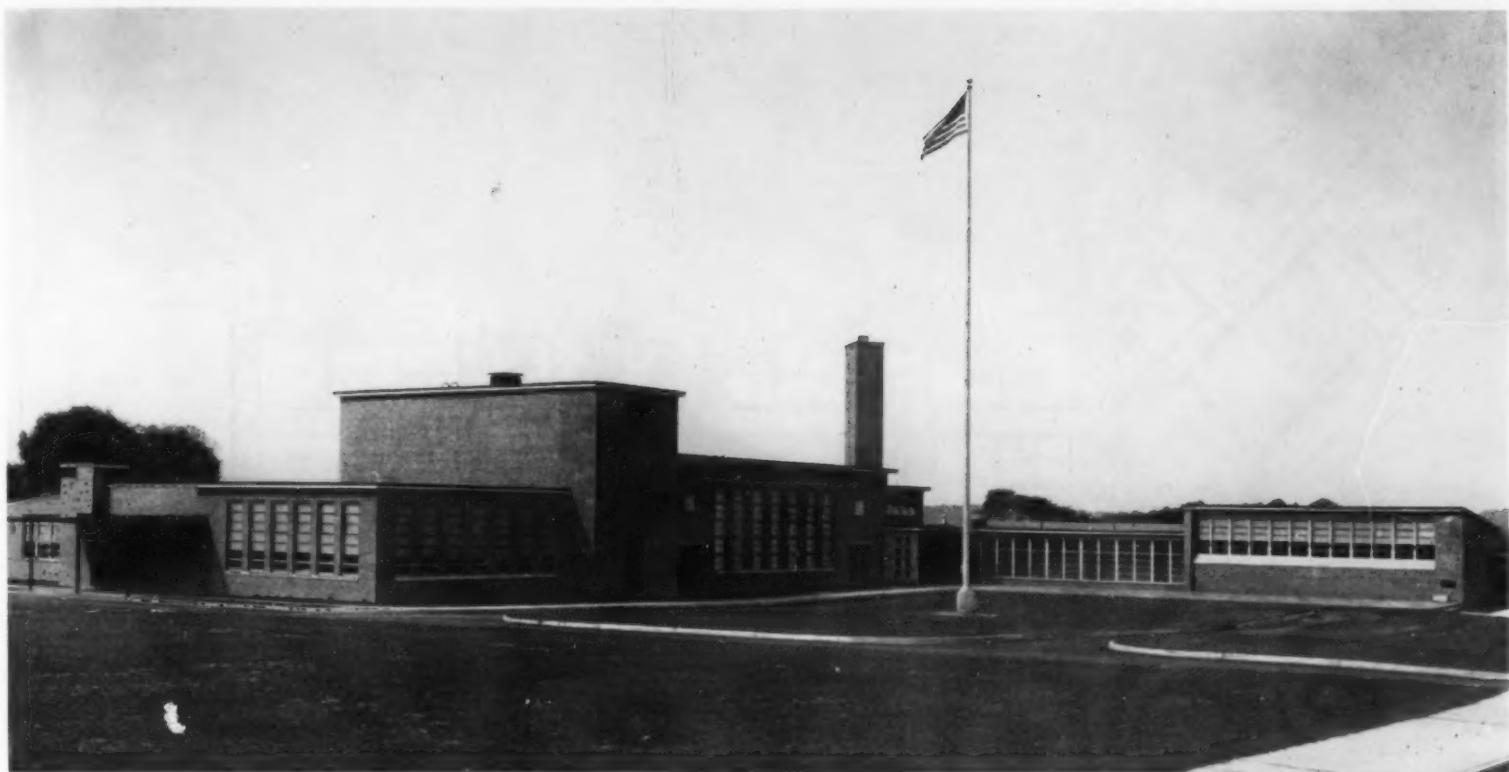
The building was planned in a T shape, with the auditorium-activity-lunchroom at the top of the T. The top of the T may be isolated from the general classroom area so that public functions can be held without interfering with the regular class schedule.

The directional glass block used in the outer wall construction of each classroom, together with pastel colored walls, assures good diffusion and intensity of light. The green chalkboards, the blond and adjustable furniture, and the light asphalt tile floors together with the blond wood trim all blend into a pleasing cheerful atmosphere.

The floors of the hallways are terrazzo, and the ceilings are covered with acoustic tile. Ceramic tile extends up five feet and two inches from the floor.

The light wells in the hallways are of unusual design. They provide a maximum of light in the daytime, eliminating the need of artificial light during most of the daylight hours. They not only provide good natural lighting but add an artistic finish to the ceilings.

The unit-ventilator type of heating, located in the middle of each outside wall of the classrooms, gives an adequate supply of fresh air at all times.



*Street View, Lynnewood Elementary School, Havertown, Pennsylvania. — Davis, Dunlap & Carver, Architects, Philadelphia, Pennsylvania.*

## *The Lynnewood Elementary School*

The Lynnewood elementary school in Haverford Township, Havertown, Pa., has been planned and equipped to provide elementary school facilities for the first six grades. Erected during 1950 and 1951 it was completed in October, 1951, and dedicated on the nineteenth day of that month.

The school is intended and equipped to help children live, learn, and play under the most healthy and happy circumstances. There are 18 classrooms to care for 500 to 600 children. The site which contains 12 acres has been laid out to serve both the school and the community and to insure an excellent recreational program. Located near the center of the present and probably future population, it is within walking distance of the homes of a majority of the pupils and is readily accessible from feeder streets and roads for those transported.

The classrooms measure 28 by 30 ft., and have adjoining them in most instances a work alcove and a space for storing clothing. The outer wall of each classroom is entirely glass and there is supplementary window lighting in the clerestory above the corridor.

The partitions between the classrooms have been kept free from mechanical services and

are constructed of materials permitting removal to enlarge or to reduce any classroom area. The arrangement of the classroom wings is flexible in that it will be possible to add additional rooms when the necessity arises. Five classrooms and services may be further added to the north side of the main corridor in time of expansion.

Classrooms today are laboratories of learning and, as such, are self-contained. Each classroom is furnished with a drinking fountain, work area, cabinets, bookcases, open cloak area and all the necessary blackboards, display panels, and the like. First-year classrooms have the additional facility of toilets entered directly from the classrooms.

The music room which adjoins the auditorium stage and is easily accessible for adult community use is also planned for dramatic activities. The room is equipped with instrument-storage cabinets, facilities for visual education, and closets for band uniforms and choral gowns.

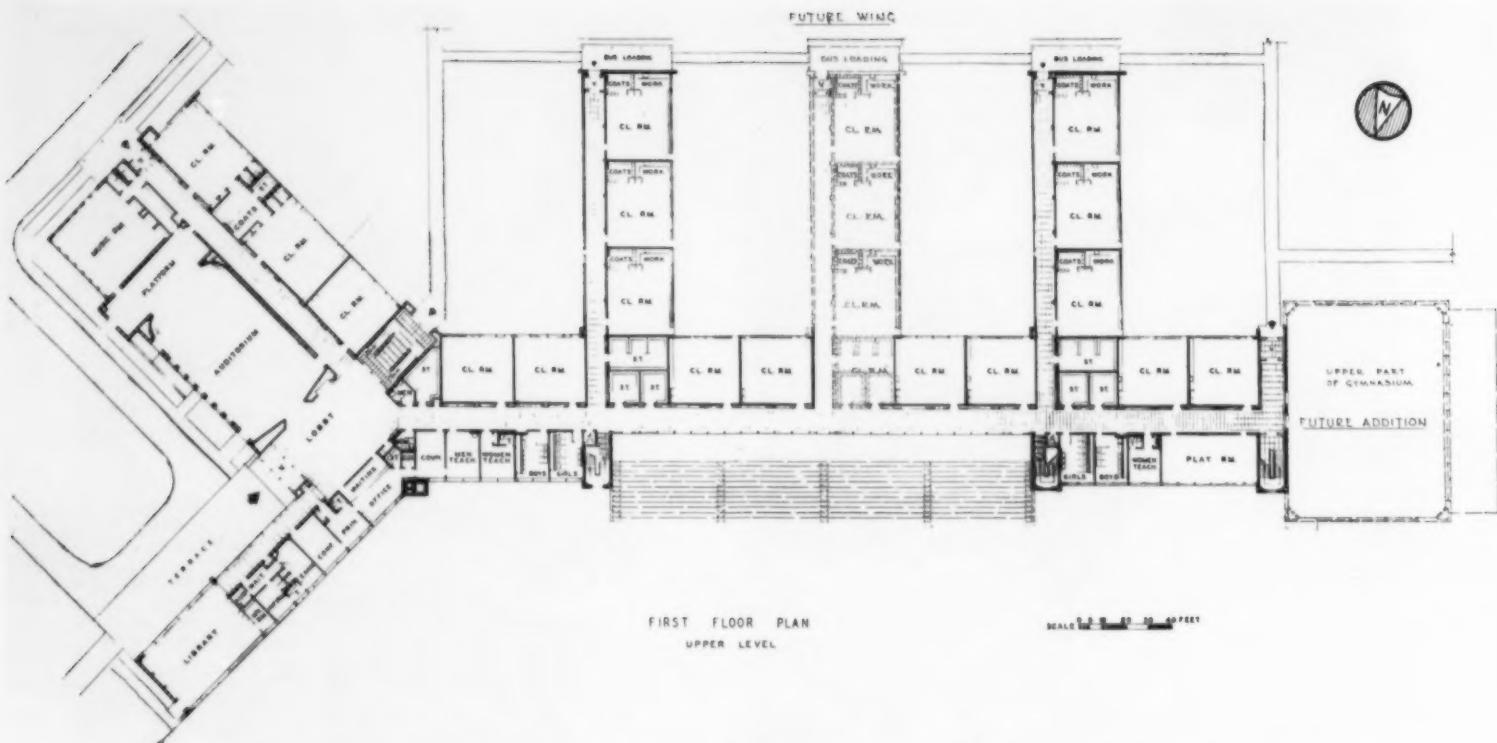
The library is planned so that its program will provide boys and girls with library materials and services which they need when they need them. It does not take the place of the classroom library, rather it is the source of the

classroom libraries. It seats comfortably, approximately 75 children. It is fully equipped with magazine racks and special book cabinets and reading shelves for all ages. It has a special entrance for community use, such as meetings, parent groups, and the like.

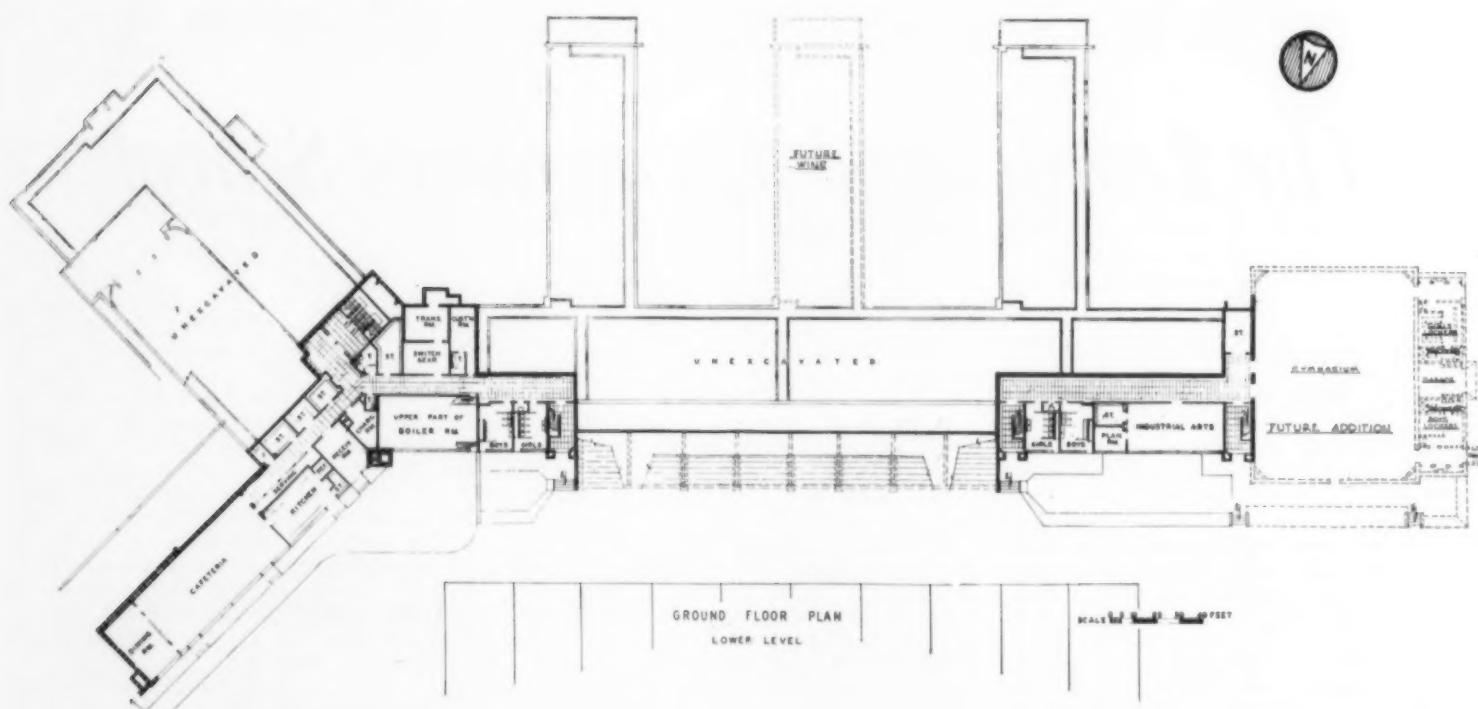
The cafeteria in which standard plate lunches are served to the children is located on the first floor, accessible to the service driveway. In planning consideration has been given to possible evening and vacation use by adults without opening the entire building. The room seats 200. There is a wash-up alcove and a faculty dining room.

The auditorium has been planned for comparatively small groups. It will seat 350, is located on the ground floor, and is partially isolated from the rest of the building. The stage which is adequate for children's use has complete lighting and disappearing-type footlights.

The recreational area provides facilities for a variety of outdoor activities suited to the children and adults of the neighborhood. Recreation is carried on in co-operation with the township board of education. There are a regulation football field, a baseball diamond, softball courts, slides, swings, and the like. It is



*First Floor Plan, Lynnewood Elementary School, Havertown, Pennsylvania.—Davis, Dunlap & Carver, Architects, Philadelphia, Pennsylvania.*



*Ground Floor Plan, Lynnewood Elementary School, Havertown, Pennsylvania. The cafeteria and industrial arts units are entirely above grade.*

expected that the grass slope which parallels the football field and the building will be fitted with bleachers.

The building including the site, furniture, equipment, landscaping, and architectural and engineering fees was approximately \$1 million.

The architects were Messrs. Davis, Dunlap, and Carver, Philadelphia, Pa. The educational planning was carried on under the direction of Superintendent R. R. Abernethy. The board of education as a whole acted as building committee: Joseph W. Trickett, president; Law-

rence I. Paul, vice-president; William H. J. Manthorpe, treasurer; William O. Jackson; Walter K. Hardt; Maurice L. Webster, Jr.; John E. Vautier.



*Exterior, East Gresham Elementary School, Gresham, Oregon.—Donald W. Edmundson, A.I.A., Architect, Portland, Oregon.*

# *The Gresham Elementary School*

Donald W. Edmundson, A.I.A.\*

Gresham is a progressive community of two thousand people, the trading and population center of a large farming area, about ten miles east of Portland. The elementary school district which is entirely independent of the union high school district, operates two elementary schools. About 95 per cent of the elementary pupils live on farms and are brought to school by bus.

Some years ago the growing school enrollment and the expanding instructional program made it evident that the old schoolhouse which had been enlarged to the point of bursting; was inadequate as well as obsolete. Dark spaces in the basement had been made into classrooms and an old playshed had been enclosed into a schoolroom. When it was evident in 1949 that further classrooms would be needed, the school board bought a ten-acre site on the opposite side of the town and requested the principal of the school, Gordon Russell, to



*The gymnasium has a large stage fitted to serve dramatic entertainments and school events.*



**Main entrance, East Gresham Elementary School, Gresham, Oregon.**

**Donald W. Edmundson, Architect, Portland, Oregon.**



**The cafeteria is useful for small group activities.  
The tables are removable.**



**A project area with a cupboard, bookcase, storage units, sink, and work counter are placed at the rear of all classrooms.**



**The home economics unit is equipped to teach both the needle arts and food preparation.**

work out a schedule of classrooms and special instructional areas that would allow for the expansion of both the enrollment and the instructional service — all within the funds available. The architect was directed to work with the principal in developing a completely functional plan with emphasis on flexibility, ventilation, and lighting, all in scale with the young children who were to use it. Modern materials of pleasing color and minimum maintenance were to be chosen. The co-operative work of the architect, the principal, and the school board has resulted in a school which is considered one of the most modern and servicable in the area.

A classroom size of 30 by 30 ft. was adopted, with wardrobes and cabinets along one side adding 2 ft. to the length. The 32-ft. over-all dimension adapted itself to an 8-ft. structural module which was utilized throughout the classroom wings.

The classrooms are arranged in three parallel wings and the connecting corridor serves the gymnasium, cafeteria, and administration wing. This scheme permits the locking off of the classroom wings so that the gymnasium or cafeteria may be used for public functions without opening up the whole building.

The site is subject to cold winds from the east during the winter months. This led to placing the bulkier part of the building, including the gymnasium, at the east to afford as much protection as possible for the classroom wings and their courts.

The gymnasium, which is provided with a large stage at one end and a bank of folding bleachers at the other, is intended to serve for the physical education and indoor play activities and to double as auditorium for large assemblies.

The cafeteria located adjacent to the gymnasium stage also contains a small stage so that this room is available for smaller group meetings. The cafeteria is utilized for music classes and, with the drapes drawn across the windows, may be used for audio-visual instruction.

To make this double use of the cafeteria feasible, a unique scheme was devised to quickly store the tables and benches. The tables along one side of the room are each 15 ft. long and are equipped with rubber-tire casters. The tables on the other side of the



*The library is the academic center of the school and is in many respects the most widely used instructional area.*

room are regular folding tables. To clear the room, the folding tables are placed face down on the rolling table, and their legs collapsed. Sliding doors give access to the space under the gymnasium stage and the tables are rolled out of the way. Benches from the far side of the room are also placed top down on the long benches and are slid into stalls under the stage and beside the other tables. Folding chairs are then brought in on trucks and the room is set up for auditorium activities. For many meetings the cafeteria benches are used.

To afford optimum lighting conditions for all rooms, the corridors are single loaded. A bilateral lighting scheme has been devised for the classrooms with the main windows facing due north. The inner side of each classroom is lighted by a panel of directional glass block over the roof of the corridor. This gives very uniform lighting with as little as five to ten foot-candles difference over the entire area of the room. This, of course, is with the exception of a narrow panel immediately next to the north which runs higher.

The west ends of the classroom wings are connected with a covered walkway which also serves as a bus loading area. The arrangement enables the children to go from the buses directly to their classrooms without tracking through the rest of the building.

The building was designed to serve grades 5, 6, 7, and 8 only, and there are no provisions for primary grades.

#### Construction Details and Cost

Number of classrooms — 16 including homemaking laboratory, library, and shops.

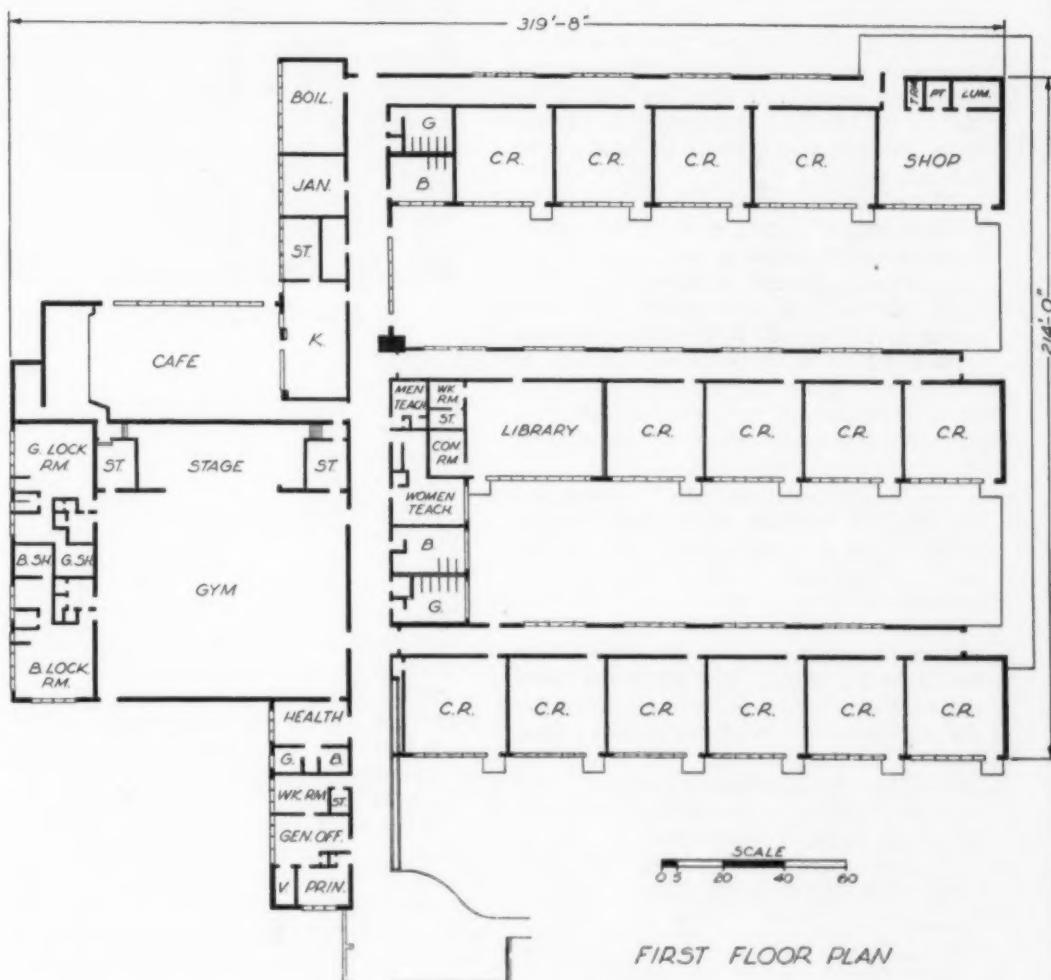
General contractor, Johnson, Sterner & Smith

Exterior finish — split roman brick

Gymnasium and boiler room walls — hollow building tile faced with split roman brick veneer

Corridor walls — cavity construction with common brick on inside

(Concluded on page 60)



*East Gresham Elementary School, Gresham, Oregon. — Donald W. Edmundson, A.I.A., Architect, Portland, Oregon.*

# Planning the Music Department—III

Allan L. Niemi\*

## Acoustical Treatment of Music Rooms

There is no excuse for poor acoustical conditions in music rooms. Improper acoustics in any schoolroom tend to slow up progress and work efficiency, and this is especially true in music classes.

In music rooms schools should avoid "acoustic glare," i.e., excessive reverberations from polished walls and ceilings; it is equally important to avoid construction with excessive amounts of sound absorbing materials so that the room is acoustically "dead." Very rough estimates of the reverberation time can be made by using a stop watch to measure the time it takes for a sound to die away to inaudibility. More accurate estimates are made by acoustic experts using the Sabine, or a similar, formula and by means of special electro-acoustical equipment. Men trained in the science of acoustics can predict in advance what results may be expected under any given set of conditions.

The reverberation time will depend on the pitch of sound. A room in which the optimal time of reverberation at 512 cycles is 1.3 seconds will maintain a constant reverberation time from 512 to 4096 cycles; it will increase to 2.0 seconds in the octave between 4096 and 8192 cycles. Reverberation time in a room should increase with the size of the room — increase in reverberation tends to compensate for the diminished intensity of sound in a large room.

The reverberation time has variants, but for practical purposes, the optimal time of reverberation in a music room will vary between 1.0 seconds in a small room to 1.6 to 2.0 seconds for large concert halls.<sup>1</sup> For low cycles the reverberation may be 2.0 to 2.2 seconds and for medium to high cycles it may be 1.1 to 1.2 seconds. Instead of one, there are many optimal times of reverberation for the same room — a particular time and character of reverberation for each room. The optional time for reverberation for the slow and sustained harmony of the oratorio and nearly all church music is longer than the optimal time for the quick-moving opera and much orchestral music. Even the different parts of



Music Room, Struthers Memorial High School, Struthers, Ohio.

the same composition require different amounts of reverberation. Naturally, schools cannot seek room conditions which may be adjusted to meet all needs, but that is not sufficient reason for neglecting the proper acoustical treatment of wall and ceiling surfaces. Empty instrumental rehearsal rooms should have reverberation values of 0.75 to 1.2 seconds, whereas the choral rooms should have reverberation times of 1.0 to 1.5 seconds.

The loudness of the sound is another factor that must be considered when planning the acoustical treatment of the music rehearsal rooms. A general law concerning loudness states that a given instrument varies inversely as the number of units of absorption (i.e., half as much absorption as a normal room will cause the music to sound twice as loud). A 100-piece orchestra will sound 10 times more intense than a 10-piece orchestra, but it will be only approximately twice as loud. The preferred or most favorable loudness level of music should average approximately 68 decibels (sound intensity level units). At low intensity levels the high frequency tones sound louder than the low frequency tones at the same intensity. At high intensity levels, all

tones of the same intensity sound almost equally loud, regardless of their frequency.

All materials in a room have a certain sound absorptivity; those of hard composition generally have very little and those of soft composition or low density have a considerable amount. This is similar to bouncing a golf ball on a sidewalk or on a thick rug. A material which absorbs 25 per cent of the sound which strikes it will reflect 75 per cent; it will have a coefficient of absorption of 0.25.

## Effects of Absorptive Materials

Rugs, drapes, and other common absorptive materials absorb more of the high frequency tones than the tones of a lower pitch. The higher overtones consequently are lost in absorptive materials and the character of the tones are seriously affected. Since the high pitches are more readily absorbed than the low ones, consideration must be given to these factors in selecting the acoustical materials. Wood paneling and plaster on lath have relatively high absorption of low frequencies and low absorption for the higher pitched tones. The increased thickness of materials also tends to affect the low frequency tones

\*Professor of Music, Teachers' College, Marquette, Mich.

<sup>1</sup>The reverberation time has been determined in the following well-known auditoriums: Boston, Symphony Hall — 1.95 seconds; Chicago, Orchestra Hall — 1.90 seconds; Detroit, Symphony Hall — 1.44 seconds; New York, Carnegie Hall — 1.75 seconds; Philadelphia, Academy of Music — 1.76 seconds.

more than the high. This factor can be helpful in seeking to equalize the usual overabsorption of the high frequency tones. Another practical aid is to specify large pores in the absorptive material, since these pores absorb more of the low frequency tones than high.

In placing acoustical materials in a room, it is preferable to distribute the absorptive material in several places, rather than to concentrate it in one area. Acoustical materials with a coefficient of approximately 0.40 can be placed on the ceilings and on upper portions of the walls. Similar material can be placed in the smaller practice rooms. If the available wall space is limited, it may be necessary to treat the ceiling with a material having a coefficient of approximately 0.60 at 512 cycles. These recommendations should be satisfactory for the instrumental music rooms with an average (12 foot) ceiling height.

In purchasing acoustical materials, the sound absorption coefficients at high, medium, and low frequencies (pitch 128, 512, and 2048 should be considered), rather than at the single frequency of 512 cycles. Rooms which are over 15 feet high should have more acoustical materials than rooms with lower ceilings. The recommended material for interior acoustical treatment is *acoustic tile* (fibre or steel). All rooms which are used for music practice should be acoustically treated.

The acoustical properties of a music room can be improved by diffusing and distributing the sound. Parallel walls may cause a "flutter echo" (like a barber-shop mirror effect); this can be avoided by constructing irregular non-parallel wall lengths, so as to get a trapezium-shaped room. Other more practical means have been devised to improve the acoustical qualities of music rooms. Radio engineers have discovered the value of having projections (serrations, "sawtooths," "bumps," convex or polycylindrical surfaces) in the walls of broadcasting studios. These projections should be from six to twelve inches deep. Similar devices have been found valuable in music rehearsal rooms.<sup>2</sup>

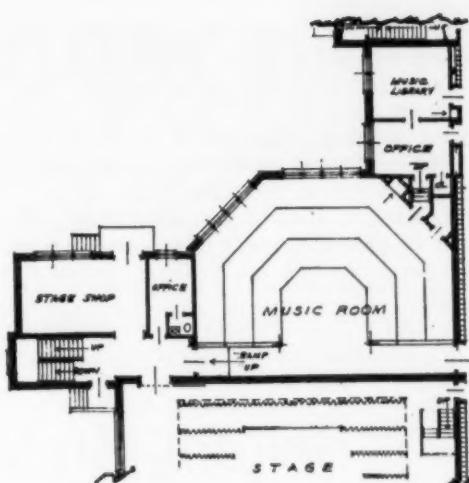
The sound foci that often results from the construction of semicircular music rooms can be prevented by the use of these projections and by placing acoustical materials on the rounded surfaces.

To insure adequate acoustical conditions in a school building, the architects usually hire acoustical engineers to make checks of all norms.

### Sound Insulation and Soundproofing

**Floors:** Asphalt tile is recommended for the floors of music rooms; it can be used to good advantage in all rooms. Linoleum, rubber tile, wood, cork, plastic, and asbestos floor tile are all suitable for consideration. A thick rug or cork-tile flooring provides the highest absorbent values on the floor, but it is suggested that the acoustical requirements of the room should be satisfied by materials on the ceiling and walls. As a matter of fact, a floor with a high reflectivity coefficient will be more

<sup>2</sup>Note the design of the storage compartments in the back of the room in Plate 1 of the first article of this series.



*The music room in the new Westfield, New Jersey, high school adjoins the auditorium stage.*

satisfying to the performers than a highly absorbent surface that tends to "deaden" the sound immediately.

**Sound Insulation or Soundproofing:** The method of construction is more important than the nature of the sound-insulation materials, since any small openings can almost completely destroy the soundproofing value. Sound insulation and heat insulation are two different problems. A "filler" can be of some assistance acoustically, if it is not packed down so as to become a solid mass and is sufficiently elastic so as to dampen the vibrations of the partition surface. It should also be emphasized that interior treatment of a room with acoustical tile will help solve the problem of excessive reverberations, but it is not a "cure-all" for soundproofing problems. Floors and ceilings separating adjacent rooms should be continuous and without breaks in the surface. It is recommended that the partition walls be constructed of *several layers* of nonhomogeneous materials of different thickness and density. It is advisable to insulate the double partitions from each other and to avoid unnecessary rigid attachments between the various surfaces. Staggered stud partitions are effective.

The weight of the partition is related to the law of diminishing returns; the heavier the partition, the better a sound insulator it will be, although the value of the transmission loss (T.L. means the sound insulation efficiency of a wall or floor — expressed in decibels) does not increase as rapidly as the value of the weight. If the weight is doubled, the transmission loss is increased by approximately four decibels (dbs). The adjacent walls, floors, and ceilings should have a transmission loss of at least 45 decibels; doors and windows should have a transmission loss of not less than 30 decibels. The magnitude of "noise"<sup>3</sup> which will be accepted without complaint in adjacent music rooms is approximately 10 to 15 decibels, so that with walls and ceilings providing a transmission loss of 50 to 60 decibels, a noise

<sup>3</sup>Hale J. Sabine has defined noise as unwanted sound.

of 60 to 75 decibels can take place without disturbing the students in the adjacent room. Whether a partition is satisfactory or not depends on what is heard through it; i.e., the noise level in the locality and the transmission loss of the partition. To insure against sound transmission through the floors, it is recommended that the finish floor be "floated" on some absorptive material (cork, felt, or rubber), or by using spring insulators. Similarly, the ceiling can be suspended by means of flexible elastic supports.<sup>4</sup>

### Effect of Windows and Doors

**Windows:** For soundproofing, the windows should have nonparallel, multiple panes of different thickness. Gaskets of felt or rubber should separate the panes of all four edges. Glass block can be used to good advantage in many locations in the music department, since its transmission-loss rating is considerably higher than ordinary glass.

**Doors:** The soundproofing principles suggested for the walls apply to the doors: heavy construction, several layers of nonhomogeneous materials, air spaces, and the use of loosely packed sound-insulation materials. In order to prevent the escape of sound through cracks near the threshold, specially constructed soundproof doors have a hand lever which presses a felt stop down so as to close the crack. If the space is available and a high transmission loss is required, a double door system is recommended. The ceiling and the upper portion of the walls between the two doors can be lined with materials having a high absorptive coefficient to improve the sound lock.

**Ventilating System:** If the music department cannot be physically isolated from the other classrooms, it becomes necessary to provide a mechanical ventilating system, so that the windows and doors can be closed during practice. Individual ventilating ducts for each room would be preferable, although the high cost of installation often makes it necessary to provide a common duct to serve several rooms. A long duct, nonmetallic with curves and bends in it will provide some soundproofing, although a sound-absorptive lining in the duct will increase the transmission loss of sounds passing through it. To increase the area of the acoustical material in the ducts "splitters" can be used; these splitters can be placed horizontally or vertically in the ventilating duct, or in both directions. In places where ventilating ducts are short and where a certain amount of air flow may be sacrificed, zigzagging baffles can be used to offer a direct obstacle to sound waves passing through the ventilating ducts.

**Air Conditioning:** The term air conditioning includes not only heating and cooling the air, but humidifying, dehumidifying, providing movement and change; all of these factors are important considerations for room comfort. Music rooms require a constant temperature and humidity. The effective tempera-

<sup>4</sup>Specific construction details are given in the U. S. Dept. of Commerce, Bureau of Standards Booklet, "Building Materials and Structures," Report BMS 17. See "Technical Report on Building Materials, 44."

ture should range between 64° and 69° when heating or humidification is required, and between 69° and 73° when cooling or dehumidification is required. These temperatures should be maintained at a level of 36 in. from the floor. The relative humidity should not be less than 30 per cent and not more than 60 per cent. The unit mechanical type of ventilation is recommended for larger classes and in regions where the winters are fairly severe and where the heating problem becomes a concern.

#### Illumination Problems

**Lighting:** Well-diffused bilateral or even multilateral natural light is recommended for the music rooms. Glare from both natural and artificial lighting should be prevented. The brightness of the task and that of the surroundings should be a ratio of not more than three to one. The brightness contrast (i.e., printing and paper) should be high. For the type of reading that is done in music groups as high as 40 foot-candles may be recommended. This amount will adjust to the illumination loss from deterioration of bulbs, accumulation of dust, and soiling of the reflective walls and ceiling. The glass area of the room should be approximately one fourth or one fifth of the floor area. The windows should be as close to the ceiling as possible and the window sills should be about 42 in. from the floor. It is wise to use a light-directional glass block panel to extend over the length of the entire outside wall space; a prismatic glass block will reduce the brightness of eye level and transmit it upward and inward. The panel should start 6 feet above the floor and extend to the ceiling. A vision strip of clear glass should be placed below the glass block. Adequate illumination and comfortable seeing can be obtained by either incandescent or fluorescent lighting.

Schoolroom colors should be medium to light, so as to avoid both the glare of white and the eyestrain and feeling of monotony induced by dark colors. All colors are affected in some way by artificial illumination and various types of such illumination affect colors in different ways.

**Remodeling:** It often happens that the board of education decides that in the best interest of the school it would be better to remodel existing facilities than build new music rooms. The remodeling may involve alterations, corrections, or additions to the existing music department facilities or it may involve moving the department into a part of the school which had previously housed other activities. In some circumstances it may be cheaper actually to build a new structure rather than attempt extensive remodeling. The decision is one for the building experts to make. If the space is available it becomes the duty of the planning committee to make the best possible use of the existing facilities. With new buildings it is possible to plan from the "inside out," but with remodeling, the new rooms must be adapted to the outer shell and framework as well as other established limitations. The room sizes will often be determined by the placement of heating and

water pipes, ventilation ducts, and other permanent fittings.

Since soundproofing and acoustical treatment are comparatively new developments in school building construction, many schools will be confronted with a "music distraction" problem and will feel pressed to do something about it. Most of the construction problems of planning new music rooms can be incorporated in the ideas for a remodeling program.

Architects and other construction specialists

can offer better technical service to the schools if the planning committees have carefully analyzed their educational program and can outline the special departmental needs which must be satisfied. There are hazards involved in any attempt to standardize the music facilities, since the needs differ from community to community. Trained consultants and architects, well versed in school planning, can offer valuable services only if and when they are supplied with the educational specifications by the school authorities.

## School Building Council Revises Guide

William B. Black \*

The largest attendance in 29 years characterized the meeting of the National Council on Schoolhouse Construction in Boston, October 7-10. More than a hundred members, representing state and local school systems and collegiate institutions in 41 states, found a varied program prepared by Council President Ray L. Hamon.

Life memberships in the Council were presented to Dr. Henry Lester Smith, director, Division of Schoolhouse Planning in the Indiana state department of public instruction, and to Dr. W. K. Wilson, formerly in the School Buildings division of the New York state department. Eighteen new members were welcomed to the organization.

High light of the conference was the banquet talk by Walter Gropius, internationally known architect, defining functional design. Stressing "the psychological aspect of modern design" rather than the practical, Gropius said, "We need in buildings today the spiritual, the creative fusion of matter and spirit. Where else is it more important than in school buildings, the spiritual breeding places of the new generation?"

Not prefabricated buildings, but buildings constructed of prefabricated units in modular sizes, will permit economies and "free" the designer to creatively conceive and stimulating answers to school building problems, suggested Gropius. Because "children are sensitive to their surroundings," he favors the ever changing quality of natural light, rather than the static accuracy that can be achieved through total dependence on artificial lighting.

Major task of those participating was revision of the Council's publication, *Guide for Planning School Plants*. The Committee on School Plant Research and Publications organized the membership into seminar groups for two half-day sessions on six major aspects of the *Guide*. Chairman W. R. Flesher and his committee then presented the results

for discussion and adoption by the Council. The revised volume should be available early in 1953, and will be supplemented from time to time by a pamphlet series to be issued by the Council.

Answering the question, "For What Are We Building?" in his luncheon address, Harold Gores, superintendent of schools in Newton, Mass., pointed to several signposts that should guide school planners. Wider service to the community by its schools, and wider participation by the public in determining the scope of the services and the extent of the plant facilities, are inevitable, Gores said. Within the life of buildings being planned today, physical education should finally reach every child in school, the auditorium will be accepted as an essential teaching space, and the cost burden for school plants will be shared by state and federal sources.

Elected president for 1953 was Don L. Essex, director of school building service in the New York state education department. Other officers are: vice-president, Charles D. Gibson, California state department; secretary-treasurer, W. D. McClurkin, George Peabody College, Nashville (re-elected); member, executive committee, E. J. Braun, assistant superintendent, Arlington, Va. The 1953 meeting of the Council is scheduled for October 6-9 at Michigan State College in East Lansing, Mich.

#### ENTRIES CALLED FOR

The School Building Architectural Exhibit, which has become one of the important features of the annual convention of the American Association of School Administrators, is expected to attract thousands of administrators at the 1953 convention in Atlantic City, N. J. Well-known architects will participate.

All plans submitted must meet nationally accepted minimum standards for site, classroom size, and provision for essential activities. All entries must be received by midnight February 11, 1953, at the auditorium in Atlantic City.

\*School Plant Specialist, Mass. School Building Assistance Committee, Boston.

# SCHOOL ADMINISTRATION NEWS

## HOLD CAREER DAY

A Career Day program, held in the Senn High School, Elmwood Park, Ill., on October 17, proved to be a splendid success. The program was organized by School Guidance Counselor Satterlee and Career Teacher Rose Collins, who prepared the list of topics to be presented, and selected the teachers and the guest speakers. These teachers also prepared the questionnaires for the students, briefed the speakers, and assigned the time and place of each conference.

The speakers discussed accounting, dramatics, chemistry, insurance, aviation, building trades, pharmacy, farming, law, business management, electronics, journalism, office work, commercial art, teaching, salesmanship, personnel work, medicine, advertising, and architecture. Opportunities were given for questions and for private conferences.

This program, year after year, works like a clock, never an outward hitch in the operations. Various organizations within the school plan and study detailed procedures. The senior girls group serve as hostesses, to take the various speakers to and from their rooms, to serve refreshments to the visitors who come to lecture to the interested classes, sometimes several times a day. The girls' practical arts classes serve a noon meal where the speakers and school people get together on their problems, or get acquainted, or are introduced to all present.

Lloyd P. Morris, electrical engineer, who addressed two student groups, has expressed the opinion that "the interest is wonderful. I have

not seen or heard of a place where there is such completeness and enthusiasm displayed. I believe that there should be many more such programs than there are."

## TO REPORT COMMUNISTS

School boards in New York State have been directed to file reports with the State Education Department by December 1, showing whether any of their teachers are charged with membership in the Communist party or some other subversive organization. The directive, issued by Charles A. Brind, Jr., of the department's legal division, was issued in accordance with the Feinburg loyalty law, which directs the Board of Regents to set up a list of organizations it deems subversive. Membership in such an organization is to be deemed *prima facie* evidence of unfitness to teach.

## DOUBLE BOARD MEETINGS

At Roxana, Ill., the board has found it necessary to hold two meetings each month in order to conduct all the business relating to organization, planning of new buildings, preparing for bond issues, and finding new housing facilities for an increasing school population. Beginning with November, 1950, the board held two regular meetings each month. Since that time the board had planned three new buildings, has a junior high school and additions to the senior high school under way, has provided 21 new classrooms to temporarily house new students, and has made provision for transporting 600 pupils daily. The board reports that the school enrollment has

increased from 800 students in 1949 to 1700 in 1952.

This year, the board looking forward to securing adequate classroom facilities in September, 1953, has decided that the second meeting of each month shall be limited to educational procedures and practices within the district. The superintendent and his staff are planning on acquainting the board with the educational program without being interrupted by architects, bus dealers, or steel building companies.

## BOARD SCHEDULES MEETINGS

The board of education at Hastings-on-Hudson, N. Y., meets twice a month during the school year. Except for the time of greatest pressure around budget time, the board schedules one meeting each month for discussion or presentation, or other examination of a phase of the school program.

Among the topics recently presented at these meetings are (1) high school citizenship education, (2) evaluation of the school by the Middle States Association, (3) teaching of skills in the elementary school, (4) physical education with emphasis on correctives, and (5) adult education services to the community. A number of other topics for discussion at future board meetings have been suggested, including the activities program, and the teaching of English.

At each session a group of teachers and staff members offer brief presentations and a general discussion follows. Excellent results include a better knowledge by board members of the work and problems of the school staff, as well as respect and a better understanding both ways resulting from personal contacts.

## A WORKING BOARD OF EDUCATION—



*Board of Education, North Syracuse Central Schools District, New York*

Left to right: George H. Young, Leo L. Kirsch, Fred R. Sears, Maurice S. Hammond, (district principal); Harlow M. Pattat (president); Merritt C. Conway, Guy E. Cleveland, Harry R. Bailey (vice-president); William G. Colarocco (clerk); Duane L. Champion, George L. Down (board attorney), Frederick S. Hodgdon. Fred J. Luchsinger, business manager, absent.

The North Syracuse Central Schools is the largest Central District in New York State and has an enrollment of 5,300 children. The kindergartens have a 1952-53 enrollment of 760. The board of education is insisting that the schools provide a broad program of education on the elementary and secondary levels.

Two complete elementary school buildings were erected in 1951, and in June, 1952, the board of education was authorized by an overwhelming vote to issue \$4,250,000 additional bonds for school buildings, to be erected in 1953.

In addition to the regular day school program, the schools have a comprehensive plan of shop work, guidance, and vocational education. Classes for adults, conducted during the winter, emphasize vocational and cultural subjects. An active citizens advisory group is giving positive support to the school program.

# The American School Board Journal

William C. Bruce, Editor

## IS SCHOOL-BUSINESS ADMINISTRATION BUREAUCRATIC?

IN A critical address on school-business administration, delivered before the Second Annual Institute for School Administrators and printed in the November number of the *Teachers' College Record*, Prof. Paul Mort designates the area of school administration, which is commonly referred to as business administration, as bureaucratic in the sense that it is conducted as narrow official routine. Dr. Mort feels that the business administrator rarely deals with people who have a keen sense of directing the school-business affairs as they must toward the promotion of the educational program which is to be served and of providing good stewardship of public moneys. The business administrator is frequently unduly tempted to give his justification for what he does in terms of "good business."

Dr. Mort would drop the term "business administration" because the schools are not business or commercial enterprises. He would examine all school fiscal affairs in terms of the part they play in connection with the values they promote in our culture. There is need, he adds, for checking the effects of a school-business instrument like the school budget by the people whom it affects, on a list of qualities such as its democracy, stability, and the like, and of allowing teachers and others to discuss it rather than to require the board of education and the superintendent to defend their previous decisions. There is need for greater flexibility in the amount and use of contingent funds allowed under the budget so that teachers who ask that a teaching idea be put into effect immediately, can do so without waiting for the new fiscal year to roll around when specifically allotted funds will be available.

While in certain sections of the country there is a considerable basis for the criticisms enumerated, it is not possible to agree with the conclusion that the school-business administrator is a bureaucrat. Nor does it seem prudent that a term other than "business management" should be found for the fiscal building, purchasing, and accounting areas of city or district school administration. Much of the difficulty which Dr. Mort sees arises in the educational administration of the schools

and reflects back on the executive professional groups, and more especially on the board of education.

The business manager of the school system is not often enough taken into the confidence of the professional staff; plans and proposals for new educational enterprises in the initial stages are rarely shared with him and his division heads. There is a fiscal aspect to every major school enterprise and most new teaching activities require the purchase of books and materials the orders for which—and the subsequent payments—must be handled under legal procedures. It is difficult to do the job of finding funds and of buying for a new project unless its educational implications are understood by the school-business executive.

It is well to remember too that the business manager has little or no discretion in the use of school funds. Because he is immediately responsible for the good stewardship of the public moneys which pass through his office, he must insist that all concerned hold closely to the legal uses for which the school funds have been appropriated. He is the one man upon whom center the first criticisms for any irregularity in the fiscal management of the schools.

There is serious need for closer co-operation between the school business manager and the professional executives of the schools, as well as with subject supervisors and planning committees of teachers. Dr. Mort has performed a service in calling attention to this fact.

## LARGER COUNTRY SCHOOLS

THE nationwide movement for school district reorganization has been based almost entirely on the desire to give country schools the educational advantages enjoyed in city and town schools. While there has been some reference to economy, the effort has been directed chiefly to establish, within natural community and trading areas, school districts which would be administratively effective and provide a sufficiently large enrollment to make rather complete curricular offerings possible. In some areas, particularly in some eastern and midwestern states, the schoolmen seem to have been carried away by the purely educational considerations of comprehensive instructional offerings and have established large schools which are not justified when sound sociological criteria are applied to the whole community setups. The planning has been purely educational and the professional schoolmen seem to have been unwilling to make concessions to other social and economic values.

In discussing the outcomes of school district planning which overlooks the total community problem, Dr. Griscom Morgan, editor of *Community Service News*, suggests:

The number of children the state desires in a primary school may soon be found to be considerably in excess of the size of school that is favorable for child development, as well as more children than the small community can muster....

It is debatable whether large elementary schools are really necessary from the standpoint of economy. The principal argument for large schools is based upon statistical comparisons of operating costs per student of various sizes of schools. These figures may be biased by the fact that state aid has been devoted to the economy of large schools. An experimental project at Antioch College appears to show that a school with pupil enrollment of sixty children can be as economical in building cost and operation as the large schools, and educationally superior. This project suggests that one teacher can effectively teach two age groups rather than classes of only one-year range of age, if the class is not too large. . . .

Many of the special services for which we congregate hundreds of children in large schools by long bus routes could more economically and desirably be carried to the small school. Modern technology and electronics bid fair to make much educational decentralization feasible. Also school districts might organize or federate regionally to secure services which it has been assumed would require one large district to supply.

There is no doubt but that small community schools are commonly ill-financed, poorly staffed, and educationally narrow and inadequate, just as there is no doubt that many large city schools are deforming, impersonal monstrosities requiring policemen to maintain a semblance of order. It is equally certain that moderately small schools well integrated in healthy communities can be among the nation's best. The disintegrating community may need, and be willing, to relinquish its school to a larger mass undertaking. But the more self-conscious small community, able to master its circumstances, should be helped to maintain and develop an excellent school system rather than be coerced, by such power as educational authorities can bring to bear, into relinquishing its children into the common mold of the impersonal large mass-production consolidated school and school district. . . .

To depend on a large aggregate of children to support a large variety of professional and educational services defeats the purpose of serving the distinctive individual needs of the child, defeats the creative individuality of distinctive small communities, and increases the pathology requiring special services.

## WHY THE DELAYS?

TWO important cities—New Orleans and Pasadena—are operating their respective school systems under acting superintendents of schools. In each city the board of education has consciously put off a permanent appointment.

Judging at a distance it appears that the boards of education of these two cities should at once cut through the knotted conditions which are hampering them, find competent executives, and move forward. No acting superintendent can do justice to a school system or carry on a program of long-range educational planning.

In Atlantic City—

# School Business Officials Hold 38th Annual Meeting

Repeated evidence that its membership is a mature career group of public officials, competent in their service, experienced in the business of administering the practical affairs of schools, and proficient in a practical philosophy of school finance, building, accounting, and general business administration—convincing evidence of all this was given by the 38th annual convention of the Association of School Business Officials, held at the Ambassador Hotel, Atlantic City, October 12 to 16, 1952. It seems to be natural that the problems of school finance and taxation which are growing out of the uncertain international and the disturbed domestic situation of the United States, with the related inflationary trends and the pressures on the tax income of the schools, should receive major attention of the convention. Only slightly less keen was the attention given by the delegates to the new aspects of school-plant planning and construction, accounting, building maintenance and operation, and purchasing. The business of the meeting was ably and smoothly handled by Secretary-Treasurer Harley W. Anderson. The more than eighty commercial exhibits which were crowded into the long hotel corridors included a surprisingly large number of new devices in ventilation, building maintenance, and furniture. The attendance approached the one thousand mark and the recorded membership now tops the 1952 goal of 1500 active individual and school-district members.

## The General Sessions

President Ed. P. Williams, Fort Worth, Tex., whose wise leadership in program-making was evident at every session, struck a serious note when, in the course of his presidential address, he pointed out the fact that the present cycle of business prosperity is flattening out and may be followed by a recession. Practically all of the larger cities are wholly dependent on property taxes for school support and there may be danger of reduced income. It is essential, he said, that the schools depend on themselves for income and assure themselves of better methods of assessment and tax collection. They should be sure to adjust the school plant to the coming needs and do all they can to accumulate a cash surplus against a rainy day.

In a discussion of national affairs and present-day economic and political problems, Arch N. Booth, executive vice-president of the U. S. Chamber of Commerce urged the school business officials to take cognizance of the dangers of overexpansion of government services, of the interference in private affairs, of excessive taxation, of wasteful administration, and of unwise foreign policy. There is serious need for every citizen to understand the problems and faults of present-day government



Sam S. Dickey

*Assistant Superintendent of Schools  
in charge of Business Affairs, Lakewood, Ohio, has been elected President of the Association of School Business Officials of the United States and Canada for the year 1952-53.*

and to protect the American way of life by active participation in efforts to defend and improve local government, to promote the free economy and the welfare of the free worker, and to oppose socialistic tendencies.

At the second general assembly meeting reports were received from ten research committees. It was evident that these committees, engaged as they are in gathering technical information and making comprehensive recommendations for local procedures in building, transportation, accounting, insurance, can best bring their service to completion in the form of printed reports. The work of the committee on School Business Literature and Bibliography is to be made available within the coming year. A special research worker, R. T. Sparks, has been employed by the committee on accounting to study and report on state accounting systems. The committee is also co-operating with the U. S. Office of Education which will shortly issue a "Progress Report on School Records and Accounting."

High spots in the general sessions on Tuesday and Wednesday were a discussion of local taxation by George Mitchell, of the Federal Reserve Bank, Chicago (printed on p. 24), and an appeal for Americanism in the schools by Dr. J. G. Gill, vice-president of Rider College, Trenton, N. J. In the final

address on Thursday morning, Leonard E. Best, of Springfield, N. J., argued for better solution of school business problems on the basis of educational efficiency and current economic conditions.

## Association Business

In addition to formal thanks to Association officers and convention committee, the resolutions adopted: (1) urged the organization of active state associations to discuss local problems and to co-operate with the International Association in its over-all program for bettering school business administration; (2) thanked the U. S. Office of Education and the Municipal Finance Officers' Association for their continued work in improving the accounting plan for the schools.

## Officers for 1952-53

*President, Sam S. Dickey, assistant superintendent of schools, Lakewood, Ohio.*

*Vice-President, Schuyler C. Joyner, Los Angeles, Calif.*

*Director, Frank J. Hochstuhl, Bloomfield, N. J.*

*Director, J. Wilbur Wolf, Omaha, Neb.*

*Director, J. Roy Nobles, Ont., Canada.*

*Executive Committee, Ed. P. Williams, Fort Worth, Tex.*

*Convention City, 1953, Cleveland, Ohio.*

Secretary-Treasurer Anderson reported that the Association has more than \$45,000 in assets and is meeting its annual budget expenditures.

## Purchasing Problems

School executives engaged in purchasing for school systems have learned at the Toronto Convention of 1951 and the Atlantic City Convention of 1952 that they can freely and quite frankly discuss the mutual problems and faults of official school buyers and of sellers to the schools, without offense or injury, and with considerable help to schools. A panel discussion on Wednesday entitled, "Missing the Boat," commodored by A. F. Nienhuser, Cleveland, and captained by Mark Price, of Desk Tops, Inc., and Asst. Supt. of Schools William C. Davini, of St. Paul, brought out the basic demand of the schools for goods which will serve their educational functions; it also evinced the continued eagerness of the makers and sellers of furniture, equipment, and supplies to place the educational values of their materials and services above profit.

The discussion centered at first on waste in buying due to: (1) time wasted in interviews between salesman and buyer, (2) the purchase of articles which teachers cannot use to full advantage, (3) failure to have articles on hand when needed in classroom, (4) purchase at higher prices of too small quantities.

It was further suggested that: (1) buying

should be spread so that peak loads are avoided; (2) schools should have a "cushion" of stock so that difficulties in delivery will not cause delays in September; (3) school needs should be analyzed and accurately expressed in the specifications of goods; (4) salesmen should be able to explain school use of their goods to buyer; (5) for all goods standards should be set up and adhered to; (6) buyers should co-operate with department heads of schools so that their buying reflects the educators' ideas of needs; (7) building maintenance materials should be bought on quality basis with end results in mind; (8) bid forms should be available in ample time and quantity; (9) delivery of goods specified should be insisted upon and articles which are not of quality called for should be rejected; (10) inspection and testing is essential part of purchasing and should be done to the extent of each school board's ability; (11) delivery dates should be insisted upon and prompt payments should be made; (12) allowance should be made for inability of sellers to obtain materials in short supply and partial deliveries should be accepted in such cases; (13) buyers do not always have time to respond to advertising; they do keep it in mind for later reference; (14) correspondence should be handled

promptly by both buyers and sellers; (15) salesmen are always welcome when they know their goods and when they do not use high pressure methods or seek political influence.

The panel meeting ended on the note that producers and sellers of school goods are actively seeking to better the educational utility of their products and are carrying on research and experimentation to this end. The buyers on their part are anxious to co-operate and are more than ever showing signs of human kindness.

### The Round Tables

As in all previous conventions, the high spots of the program were to be found in the round tables at which expert discussions of school business problems brought out new procedures and techniques in building management, personnel control and improvement, accounting methods, and the like. The most intense interest centered around the sessions devoted to sources of school revenue, and general finance and accounting. Brief extracts of some of the leading papers follow on these pages.

## HEARD AT THE CONVENTION

### ADEQUATE FINANCIAL AND STATISTICAL REPORTS

Arnold W. Hess, Newark, N. J.

To carry out its everyday work, a board of education needs up-to-the-minute measurements that can assist in developing programs that will fulfill the basic needs of education, yet stay within the ability of the public to pay and keep within a pattern set by public opinion. This does not mean that a board must not provide leadership. But a board of education that goes off on a tangent without regard to cost and public opinion, is not fulfilling the mandates of the office.

To provide up-to-the-minute measurements of school efficiency, adequate financial and statistical reports are necessary. These reports, the topic of this paper, are a challenging area of public school business administration. The reports are a challenging area of continuous study of the educational program and without them, a board member except in the very smallest of districts, could not carry out the oath he has taken, "to faithfully discharge the duties of his office."

The size of the school district has a direct bearing on the adequacy of financial and statistical reports. Reports become a matter of a degree of adequacy and have a direct relationship to the size of the school district. A small district where a direct personal knowledge of the operations is possible needs fewer reports than a large district where it is impossible for any one individual or a board to have this personalized relationship with the operations of the entire program. No matter what the size, there are limits for each extreme in reporting.

In closing may I say that financial and statistical reports are means to an end, just as tools are to a skilled mechanic. As tools of the trade, we must learn when and how to use them, and not just pack a bag with any old tool when the job calls for a specific operation. A skilled worker is judged by his tools and the keenness of their edges. Let us

examine our reports and see how well others may judge us by their size, form, and use.

### SPACE REQUIREMENTS FOR NEW BUILDINGS

N. L. George, Oklahoma City

The space requirements for new school buildings vary at least by regions, if not by states; and also they vary within a region or state where there is strong professional leadership in large school administrative units.

General principles which usually guide the amount of space for new school buildings should include:

1. The administrative policies of school organization units determine size; such as: (a) the structure of the organization of grade levels; (b) the minimum and maximum size of attendance units; (c) the maximum travel distances for children for each school organizational level; (d) the presence of hazards, factories, and the like.

2. The stress placed on caring for the individual differences among boys and girls: (a) The concept that each individual in the attendance unit is important. (b) All the differences of all the children must be considered.

3. The concept of community use of the school plant necessitates space: (a) the building areas which will be needed for adults; (b) the site recreation facilities the adults are to use; (c) the equipment and furnishings which are to be provided.

4. The use of outdoor instructional areas is also a space determining factor: (a) How many school days must all children be kept inside? (b) Is climate suitable for outdoor instruction?

### FUNCTIONAL SCHOOLS

C. L. Kochler, Cincinnati, Ohio

A functional school building is a building with co-ordinated facilities developed after

careful planning to create an environment capable of promoting the teaching of modern curriculums in an attractive atmosphere to which the pupils are receptive.

School building is likened to the human anatomy where the rooms are arranged to function with each other as the organs of the body, and where the lifeblood is supplied by the children, teachers, and custodial staff, functioning together in carrying out the curriculum of study and recreation.

### PROGRAMMING SCHOOL MAINTENANCE NEEDS

Harry F. Walton, Philadelphia, Pa.

The Philadelphia school system, which comprises 268 buildings, has a comprehensive system of annual school plant inspections which begins with the school principal and the custodian. School district engineers are responsible for the inspection, both the regular routine inspection services and the annual inspection.

The results of the annual inspection, after evaluation and recording, are the framework on which the maintenance program is built. Any program can only be as extensive as the funds made available for its execution permit. We always include as many as possible of the urgent items, together with those that are liable to shortly develop into urgent ones.

Shortly after the war, we set up a program under which certain items are scheduled for treatment over so many years. We hope as time goes on to add others to this periodic schedule. At present it comprises interior painting, exterior painting, flagpole painting, tin roof painting, built-up roofing repair.

### AUDIT OF SCHOOL ACCOUNTS IN NEW JERSEY

Edward W. Kilpatrick, Trenton, N. J.

The selection by each local school district of its own auditor subject to meeting the normal requirements of the state law is democratic. No state agency can dictate the choice of an auditor. Only on failure of the school district to cause an audit to be made does the [New Jersey] Commissioner of Education have the authority to appoint an auditor. . . .

The qualifications set forth in the New Jersey statute should provide the school districts with competent and experienced auditors. The requirement of an annual renewal of the license should eliminate the incompetent auditor. . . .

Annual audits of school districts are frequent enough to detect errors, misappropriation of funds or unsound business practices and yet not so frequent as to entail unreasonable cost.

Audits detect and thus serve to prevent fraud and error.

Audits promote efficiency and economy.

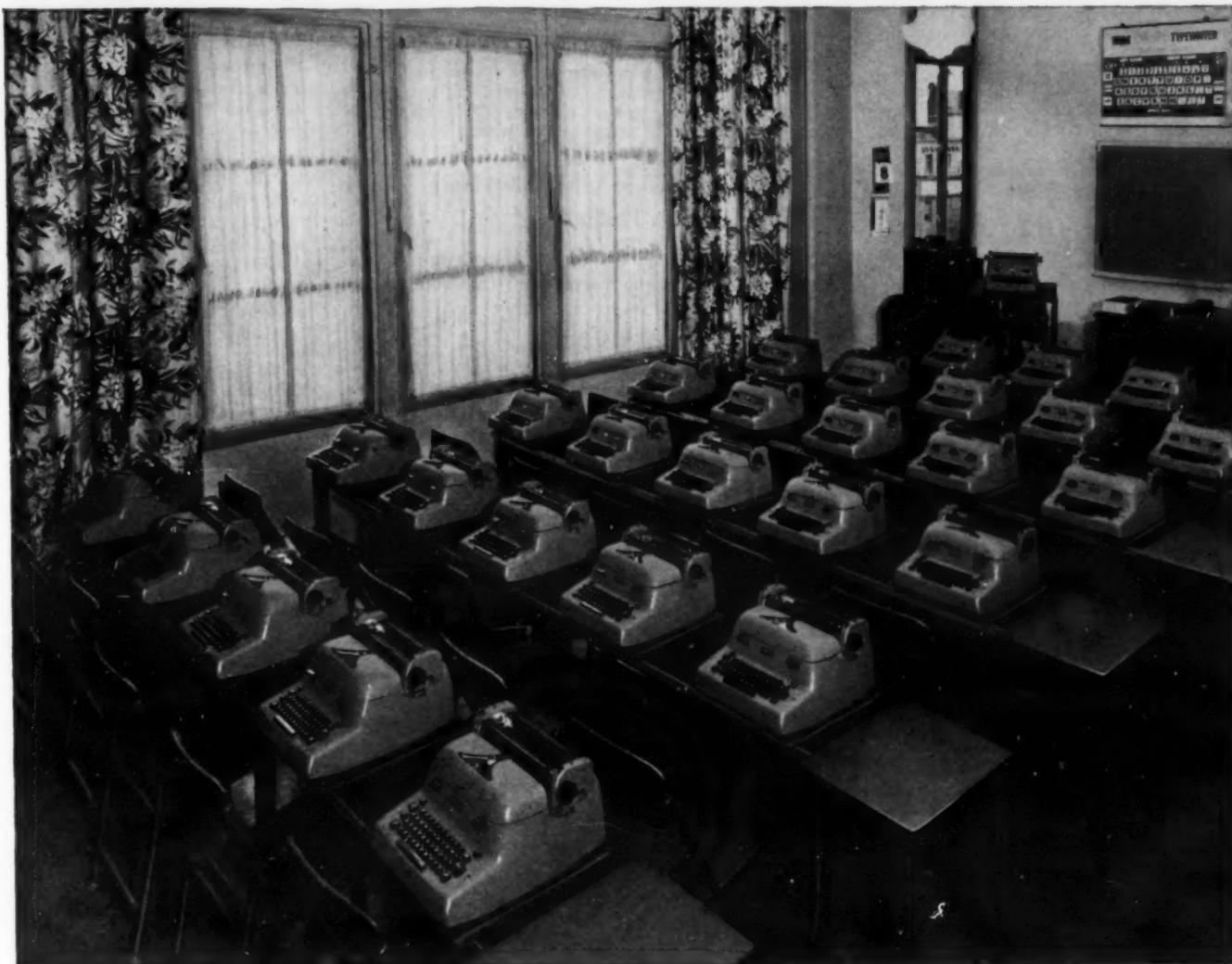
### INVESTING SCHOOL FUNDS

Wallace R. Muelder, Riverside, N. J.

We can say that the investing of public school funds is a technique supported in large by the state legislatures. The evaluation of the statutes of the various states and the evolution of the present status of legal provisions

(Concluded on page 50)

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(Concluded from page 48)

relating to the investment of school funds show these definite trends of the intent of the various legislatures:

1. Safety of the funds is of prime importance.
2. Income received as interest on investments must generally be credited to the fund of which the principal is a part.
3. Funds from which a sum of money is taken to invest are to be kept intact.
4. Consideration for the taxpayer is found in the statutes of every state.
5. Procedures for the purchase of investments are often prescribed in the statutes.

Many schoolmen say, "But this is risky business and the courts are tough when we get a little over the line." The statutes pretty well govern the type of securities which may

be purchased and the courts have generally ruled:

1. For the purpose of investing, school funds may not be intermingled so that the identity of the principal sum held in trust is lost.
2. Governing boards may invest funds only as authorized by law, and doubtful claims of powers are resolved against such boards.
3. When discretion is required of the governing board regarding investments, the courts will not interfere with the exercise of such discretion unless there is obvious abuse of this power.

## SUPERVISING MAINTENANCE

Paul J. Harris, Phillipsburg, N. J.

The supervision of operation and maintenance is one of the most important functions

of the many complex tasks confronting the secretary and the business manager of the small school districts. It is just as important to give careful consideration to adequate supervision in a small community, such as my own with a population of approximately 19,000 souls, as it is in a larger district.

The important and basic activities to be considered in the supervision of operation and maintenance of the physical plant are: inspecting of school plant and its equipment; supervising maintenance; overseeing of repair work and alterations; certifying of bills for maintenance; supervising operation and maintenance employees; supervising operation of school plant; preparation of specifications for supplies used in operation and maintenance, including fuel; and issuing permits for the use of school property and having general custody of the school plant.

## MAINTENANCE WITH INSTRUCTION

Joseph H. Schotland, Newark, N. J.

Education is not only acquired from the teacher in classroom instruction. Much is acquired through example set by the people the pupils see daily. This is especially true of the custodian because he comes in such close daily contact with the children. He cleans their rooms, supplies heat, makes minor repairs, acts as father to many, does favors for all. To the youngster the teacher is a more remote person. The custodian must be "worthy of his hire." He should dress neatly and be clean in his person. He must do his job efficiently and willingly. He must cultivate a sunny and agreeable disposition. He must treat the pupils as he would his own, kindly yet firmly, and correct them lovingly as a father would. He must be careful to use correct and proper language. By getting the pupils to like him, the custodian reduces his work and his problems because pupils will cooperate in keeping the building clean. Rough or harsh treatment of pupils results only in vindictiveness, resentment, building damage, and more dirt to clean. Disciplining should be left to the principal.

## MAINTENANCE

W. Herbert Kribs, Niagara Falls, Canada

In considering any work we are well advised to measure the project with three yardsticks — scope, cost, and value. . . .

I think it can be safely said that most trouble between contractor and owner arises because of the contractor not knowing precisely what he is expected to do or the owner not knowing precisely what he may expect to receive. I think it can be safely said too, that the scope of work-clause of any specification is by long odds the most important. . . .

If the job is small, simple, clean, frequently repeated, without undue hazard, within the capability of your staff, peculiar to schools, embracing a large amount of the same kind of work, requiring equipment which you have, with material readily available, not much time for plans, bids, and contracts, to be done in nice weather, soon as possible with school in session, likely to be the subject of public acclaim, then having given careful consideration to cost, and if you can't get a good contractor, have the job done by your maintenance staff.

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# SCHOOL LAW

## School Lands and Districts

The Missouri courts must give liberal construction to statutes concerning school laws.—*State ex rel. Acom v. Hamlet*, 250 Southwestern reporter 2d 495, Mo.

The policy of the state of New York has been to place public education beyond the control of a municipality.—*Board of Education of City of Syracuse v. King*, 114 N.Y.S. 2d 329, N.Y. App. Div.

In Louisiana the creation of a parish-wide school district does not constitute a consolidation of smaller school districts, and as such, requires ratification of the voters in each district affected thereby. LSA-RS. 17:1371, 17:1374 *et seq.*—*Stroud v. Caddo Parish School Board*, 60 Southern reporter 2d 304, La.

Under the charter of the city of Syracuse [N. Y.], the board of education of that city is not a city agency, nor are its employees city officers or employees. Local Laws, 1935, p. 246—*Board of Education of City of Syracuse v. King*, 114 N.Y.S. 2d 329, N.Y. App. Div.

## School District Taxation

Under a Utah constitutional provision, prohibiting school districts from incurring indebtedness in excess of 4 per cent of the value of taxable property therein as ascertained by the last assessment for state and county purposes, the debt limitation imposed is 4 per cent of the reasonable cash value of the taxable property in the

district. Utah const. art. 14, § 4; UCA 1943, 75-13-12, 80-5-1.—*Board of Education of Rich County School Dist. v. Passey*, 246 Pacific reporter 2d 1078, Utah.

The board of education of the city of Syracuse, N. Y., has the sole authority to disburse the funds appropriated and set off for its use upon orders drawn upon the city treasurer or other fiscal officer of the city. N. Y. Education Law, 2580, and subd. 3.—*Board of Education of City of Syracuse v. King*, 114 N.Y.S. 2d 329, N.Y. App. Div.

Under the New York Education Law, after the common council has adopted a proposed budget and has set off educational moneys to the board of education, the board of estimate has no further duty or responsibility or authority over such funds. When in what amounts these funds are disbursed, is solely the prerogative and responsibility of the board of education. New York Education Law, 2576, subd. 2.—*Board of Education of City of Syracuse v. King*, 114 N.Y.S. 2d 329, N.Y. App. Div.

It is the duty of a Missouri school district to pay its lawful debts if it can do so by a levy within the limits fixed by law, and its officers must certify a levy within such limits sufficient to discharge the district's obligation, and such officers have no discretion which can be rightfully claimed or exercised within the limits imposed by law upon the scope of their authority. Mo. Section 165.080 RS Mo. 1949, VAMS; Mo. const. art. 10, §§ 11(b), 11(c), VAMS.—*State ex rel. Fredericktown School No. 20 v. Underwood*, Dist. No. 16, 250 Southwestern reporter 2d 843, Mo. App.

## Teachers

The duties of an athletic director, coach, teacher, or administrator of a public school can

only be regulated by the officers of the school system of the state, in accordance with the provisions of the statute pertaining to the subject. Texas revised statutes of 1925, art. 2780.—*University Interscholastic League v. Midwestern University*, 250 Southwestern reporter 2d 587, Tex. Civ. App.

Where a school district is liable for the negligence of a teacher, and the teacher, while acting within the scope of her authority of employment, orders or directs a pupil to perform a certain errand or task for the benefit of the teacher, or for the class, whereby because of immaturity or inexperience of the pupil, injuries to the latter or fellow pupil result, the teacher may be found to have been negligent so as to render the school district liable therefor.—*McMullen v. Ursuline Order of Sisters*, 246 Pacific reporter 2d 1052, N.M. 570.



# PERSONAL NEWS

## DR. FRED HOSLER PASSES

Fred W. Hosler formerly superintendent of schools at Oklahoma City, Okla., and for many years a leader in public education in Pennsylvania died October 30 at Lynnwood, Calif., where he was city superintendent of schools. Dr. Hosler was born in Scranton, Pa., in 1898, held master's and doctor's degree from Columbia University, and was teacher, principal, superintendent of schools, in various Pennsylvania communities. He spent six years in the Canal Zone Schools and resigned the superintendency in Allentown to go to Oklahoma City. He was a vigorous leader who frequently refused to compromise his principles and projects for political or other reasons.

► **JAMES J. FITZGERALD** has been elected president of the school board of St. Louis, Mo., to succeed Charles H. Christel.

► **DR. WILLIAM A. BLATZ** has been re-elected chairman of the school board at Norfolk, Conn.

► The school board at Sheldon, Iowa, has reorganized with **CHARLES W. HANSON** as president. DR. L. H. MATTHEWS was elected as a new member.

► **MRS. MARTHA K. MCINTOSH** has been appointed acting assistant superintendent of schools in charge of elementary schools in San Diego, Calif.

► **DR. ROBERT JENKINS**, assistant superintendent in charge of instruction in San Diego, Calif., has resigned to accept the superintendency in Ridgewood, N. J.

► **WILLIAM J. LYONS**, formerly director of personnel, has been appointed secretary to the board of education at San Diego, Calif.

► **DR. JOHN H. GOTSCHAL** has been placed on permanent tenure as superintendent of schools at Auburn, Mass.

► **TAISTO C. FILPPULA**, of Bath, Mich., has been elected superintendent at Romeo.

► **JOHN B. MURRAY**, of Portage, Mich., has been elected superintendent of the Norton township schools at Lincoln.

► **PETER J. JENEMA**, of Troy, Mich., has accepted the superintendency at Wyandotte, Mich.

► **DR. JOHN B. GEISSINGER** is the new superintendent at Somerville, N. J.

► **RALPH D. HARRELL** has been appointed acting superintendent of schools at Paxton, Ill., to succeed E. H. Schrot, who has resigned.

► **DR. CHRIS A. DEYOUNG**, formerly professor of educational administration at the Illinois State Normal University, Normal, has been appointed head of the department of education and psychology and director of integration for the University's 19-year program.

► **DR. CHARLES F. CARROLL**, recently superintendent of schools at High Point, N. C., has been appointed State Superintendent of Public Instruction for North Carolina. Dr. Carroll is a native of Warsaw, N. C., and has been teaching in various high schools. He has been supervising principal at Brison City, and has been the chief executive of the High Point schools since 1947.

► **DR. PAUL SLATER** has been elected district superintendent of schools at Brentwood, Pa.

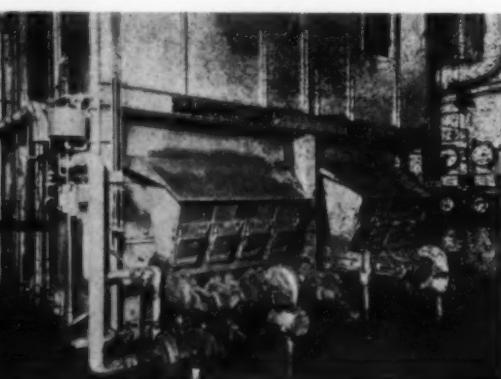
► **R. A. HARPER**, of Maryville, Tenn., has accepted the superintendency at Grant City, Mo.

► **MRS. ALBERT G. KIRBY**, a member of the board of education of Geneva, N. Y., from 1939 to 1952, has resigned from the board.

► **CLARENCE MACKEY**, of Soldier, Kans., has accepted the superintendency at Centralia, Mo., where he succeeds L. W. Schulz.

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## SELF-AUTHORIZATION FOR NEW SCHOOLS

Relaxation of controls over educational construction has been ordered to become effective May 1, 1953, under revised regulations issued October 3 by the National Production Authority. Beginning with that date, school, college, and library construction will have the same self-authorization privileges as those now accorded to industrial construction.

Educational construction will be allowed to use a DO rating for noncontrolled building equipment up to \$100,000, and production equipment up to \$200,000 per project. Schools will also be permitted to use their DO rating for the purchase of furniture, stoves, and refrigerators.

Effective October 3, the Office of Education is handling applications from schools and colleges who wish to build recreational facilities of a type formerly prohibited.

## RAISE CAFETERIA PRICES

The Philadelphia board of education has ended the era of 8-cent hot dogs and ice cream.

The cafeteria deficit last year was \$180,000. As a result the board allowed school cafeterias to make their first general advance in prices since 1946. The rises range from one to three cents on

eight common articles such as sandwiches, hot dogs, and ice cream.

The operating cost has been heavier since May, 1952, when the Federal Government discontinued a two-cent reimbursement on every half-pint of milk sold. The board voted to absorb the loss of this subsidy and continue to sell it to pupils for seven cents a half-pint bottle.

The board's 80 cafeterias cater to 150,000 pupils each day. The price of "balanced-diet" hot platters was advanced in January from 20 to 25 cents in the high schools and from 15 to 20 cents in the elementary schools. They cost from 30 to 40 cents to serve, but there is a government subsidy of from six to nine cents a platter.

## ACT AS OWN CONTRACTOR

Acting as its own contractor, the board of education for Community School Dist. 6-A, Moweaqua, Ill., is erecting a \$600,000 combination elementary and high school building to replace its obsolete unit building. Plans for the complete new building, prepared a year ago, brought in bids for \$900,000 and led the board to work along lines of utmost economy without sacrificing quality or essential educational spaces. The gymnasium and cafeteria wing and two classrooms have been omitted from the present construction. These facilities will be added just as soon as a further bond issue can be voted. The board believes its plan of work eliminates the risk factor which is causing unreasonably high building costs.

## DAYTON'S BUILDING PROGRAM

At Dayton, Ohio, the board of education held cornerstone laying exercises for a new vocational school, to be known as the John H. Patterson Cooperative School. The building, located in the

downtown section, will have facilities for a modern vocational school, including shops, classrooms, laboratories, science rooms, gymnasium, auditorium, and cafeteria. It will be completed at a cost of \$1,700,000.

The board has commissioned architects to prepare plans for additions to seven school buildings, with a total of 59 classrooms; for a 20-room elementary school and a 16-room elementary school in suburban areas.

The board has in the final planning stages, or under construction, 11 new elementary schools and additions. All of the educational planning for these buildings has been done by Robert B. French, superintendent of schools.

## INAUGURATES ADMINISTRATIVE INTERNSHIPS

The board of education of Pittsburgh, Pa., has approved participation in an administrative internship plan, proposed by the University of Pittsburgh and sponsored by the Kellogg Foundation, under the co-operative program for the improvement of school administration.

The intern will observe the administration in the school system, and perform specific assignments on a half-time basis. Payment will be made by the Pittsburgh schools.

John Edward Ricart has been appointed.

## BOARD MEMBERS STUDY

At Ithaca, N. Y., the board of education has installed a program for making the members more familiar with the personnel and plant of the schools, through visits to the schools near the close of the school day, when the classes are still in operation. Following the visiting hour, the board and the staff members get together in a social hour and refreshments.

# NEW CATALOG OFFERS HELP IN PLANNING GYM SEATING

You'll want a copy of the new Rolling Gymstand Catalog recently issued by Wayne Iron Works.

Concise, complete and fully illustrated, the Rolling Gymstand Catalog includes:

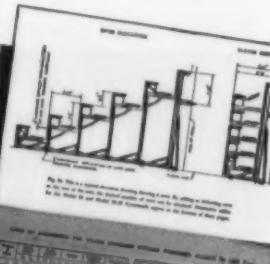
- Factors to consider in selecting seating
- Planning aids
- Types of Gymstands
- Design and construction features
- Typical gymnasium seating plans
- Installation photographs
- Specifications for gymnasium seating
- Dimension tables

The Wayne Rolling Gymstand Catalog has been designed to serve as a useful reference source for busy school administrators. It's packed with helpful information on gymnasium seating.

If you'd like a free copy of this 16-page catalog for your files, write to us. No obligation, of course.

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# Griggs

## Modern School Seating

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The book box on the Airliner tubular table is readily accessible and offers the utmost in convenience. The extra large storage area answers the need of schools for larger compartments for books and materials.



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EQUIPMENT  
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BELTON, TEXAS

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#### AND DIVISION WINNERS AS FOLLOWS:

##### DIVISION 1 DIVISION 2 DIVISION 3

Elementary Schools (7-8 Grades)	High Schools (9-10-11-12 Grades)	Junior High School (7-8-9 Grades)
<b>FIRST PRIZE</b> Armand G. Rehn, Newark, N. J.	<b>FIRST PRIZE</b> E. H. Miller, Jai, New Mex.	<b>FIRST PRIZE</b> Howard Sherman, Penfield, N. Y.
<b>HONOR AWARDS</b> Horace S. Rees, El Monte, Cal. Otto E. Ursin, Moorehead, Minn. Arthur O. Berry, Portland, Me. Delmar L. Cole, South Bend, Ind. John F. O'Neal, Phoenix, Ariz.	<b>HONOR AWARDS</b> Ray C. Stowell, Alameda, Cal. Ray Neugart, Myrtle Point, Ore. Ted D. Lane, Paxton, Ill. Darrel A. Vernon, Trotwood, Ohio Paul H. Kyburz, Lansing, Mich.	<b>HONOR AWARDS</b> Alexander James Bannerman, Dartmouth, Nova Scotia Charles Quinlan, Jr., Stratford, Conn. Dana A. Prouty, Fitchburg, Mass. Herbert Main, Marion, Idaho Thomas A. Smith, Las Cruces, N. Mex.

##### DIVISION 4 DIVISION 5 DIVISION 6

Senior High Schools (10-11-12 Grades)	Technical High Schools, Vocational Schools	Technical Institutes, (13-14 Grades)
<b>FIRST PRIZE</b> Joseph Arnold Williams, Lovejoy, Ill.	<b>FIRST PRIZE</b> Edward Saks, Philadelphia, Pa.	<b>FIRST PRIZE</b> G. Edwin Shofner, Memphis, Tenn.
<b>HONOR AWARDS</b> Lawrence Cuba, Chattanooga, Tenn. David Peyton, Leviston, N. Y. (2) S. M. Mutchmor, Winnipeg, Man. G. Edwin Shofner, Memphis, Tenn.	<b>HONOR AWARDS</b> Walter E. O'Jay, Hibbing, Minn. Julio Quinones Velez, Mayaguez, Puerto Rico Ralph N. Coulson, Bridgeport, Conn. Austin M. Cressman, Bethlehem, Pa. Frank E. Kennerty, Charleston, S. C.	<b>HONOR AWARDS</b> Frank E. Tisdale, Manchester, N. H. G. Edwin Shofner, Memphis, Tenn. Alwin L. Toews, Arlington, Cal. Paul A. Gilman, Durham, N. H. Lt. Commander John G. Martin, USMS Kings Point, N. Y.

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Position \_\_\_\_\_ School \_\_\_\_\_

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City \_\_\_\_\_ Zone \_\_\_\_\_ State \_\_\_\_\_

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Ray Neugart, Myrtle Point, Ore.  
Ted D. Lane, Paxton, Ill.  
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Paul H. Kyburz, Lansing, Mich.

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DELTA POWER TOOLS Another  Product

# NEW PUBLICATIONS for School-Business EXECUTIVES

## What to Pay Your Superintendent

Paper, 16 pp. The American Association of School Administrators, Washington 6, D. C.

The AASA and the National School Boards Association have joined together in preparing and publishing this useful statement. They call attention to the need for providing a high quality of community leadership for American schools and suggest principles that will serve as useful guides to citizens in determining the salaries to be paid to superintendents.

## Television in Our Schools

By Franklin Dunham and Ronald R. Lowdermilk. Paper, 34 pp., 15 cents. U. S. Office of Education, Washington 25, D. C.

A report containing the first presentation of factors considered in a survey of educational television by the Office of Education. The report discusses what schools can do with TV, the current uses of TV by the schools, and the expanding role of TV in education. It explains the Philadelphia experiment and reproduces the television schedule of Philadelphia schools.

## Financial and Enrollment Data for Ohio City Districts, 1952

By John H. Herrick, Arthur E. Wohlers, and Guy W. Buddemeyer. Paper, 15 pp. Bureau of Educational Research, Ohio State University, Columbus, Ohio.

This twenty-sixth consecutive report of the Bureau of Research contains data relating to resident enrollment, school bonded debt, levy for operating expenses, 1951 tax valuation, and 1951 tax rates in mills. The school bonded indebtedness per resident pupil is \$1,091 for high, and \$300 for average; the tax rates for schools is \$22.30 for high, \$14.16 for average, and \$6.19 for low; the total tax rate for all purposes in mills is \$35.80 for high, \$24.02 for average, and \$15.90 for low.

## California School Lunch Guide

Compiled by the State School Lunch Staff. Paper, 196

pp., 75 cents. Published by the California State Department of Education, Sacramento, Calif.

A comprehensive guide intended to be helpful in suggesting improved procedures to those charged with the responsibility of planning, administering, and operating school lunch programs. The booklet takes up (1) planning and equipping a lunchroom, (2) planning quantity food purchases, (3) preparing the lunch, (4) sanitation and safety.

## Financial Proposals

Compiled by John Herrick, Guy Buddemeyer, and Arthur E. Wohlers. Paper, 30 pp. Bureau of Educational Research, Ohio State University, Columbus, Ohio.

A report of the financial proposals submitted to voters of Ohio city, exempted, village, and local school districts during the year 1952. The report shows that the number of districts submitting bond issues was 176 and the total amount of the bond issues was \$69,542,352.

## Statistics of State School Systems, 1949-1950

Compiled by David T. Blose and William Jaracz. Paper, 115 pp., 30 cents. U. S. Office of Education, Washington 25, D. C.

This Chapter 2 of the Biennial Survey of Education, includes the statistical reports by the Office of Education on the public elementary and secondary school systems, specifically the administrative organization, instructional staffs, enrollment and attendance, school lunch program, and school finance.

## Federal Funds for Education, 1950-51 and 1951-52

Compiled by Clayton D. Hutchins and Albert R. Munse. Paper, 92 pp., 30 cents. U. S. Office of Education, Washington 25, D. C.

Out of a total of 275 educational activities of the federal offices, 44 account for the major part of the federal expenditures for education. The educational programs of the Federal Security Agency include the Office of Education, land and money grants to colleges, school assistance for federally affected areas, vocational education, and programs at various educational institutions.

## Manual of the Sheboygan Schools, Sheboygan, Wis.

Paper, 89 pp. Published by the board of education, Sheboygan, Wis.

Contains a list of the school officials, teachers, and board members, the rules of the board of education, the rules affecting the contractual relations of teachers, the health examination requirements, the teachers' salary schedule, and the music policy.

## Selected References on Pupil Transportation

By E. Glenn Featherston. Paper, 16 pp. U. S. Office of Education, Washington 25, D. C.

A list of materials on transportation now available. It includes general and miscellaneous references and state department publications covering the subject.

## The Effects of Mobilization and Defense Effort on Public Schools

Paper, 103 pp., 50 cents. Research Division, National Education Association, Washington 6, D. C.

This study of comparable figures for December, 1949, and December, 1951, embraces such areas as enrollments, housing, school finance, and school staff. The net result of the defense effort has been mixed—salutary or adverse according to the combination of factors that have operated in a given community. For the schools as a whole, it seems that the gains of the past two years outweighed the losses.

## Statistics of Higher Education: Receipts, Expenditures, and Property, 1949-50

By Henry G. Badger and Maude Farr. Paper, 61 pp., 20 cents. U. S. Office of Education, Washington 25, D. C.

This Section II of the Biennial Survey of Education, 1948-50, brings down to the middle of the century the series of reports on higher education begun in 1870. Section I contains information on faculty, students, and degrees; Section II on receipts, expenditures, and property. The report shows that a total of \$2,664,188,804 was spent by 1851 higher educational institutions for all purposes in 1949-50.

## Protect Your Investment in Tomorrow

Compiled by Paul A. Miller, Supt. Paper, 24 pp. Published by the board of education at Warren, Ohio.

A report to the school patrons and the public, containing the basic information concerning a proposed 3.5 mill school operation levy. The additional tax is intended to provide the needed funds for operating expenses and personnel salaries.

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Grand Rapids 2, Michigan  
Branch Offices and Distributors in Principal Cities

**MORE  
CLEANING POWER  
TO THE INCH  
with Specialized  
HILLYARD CARE**

**BEFORE**



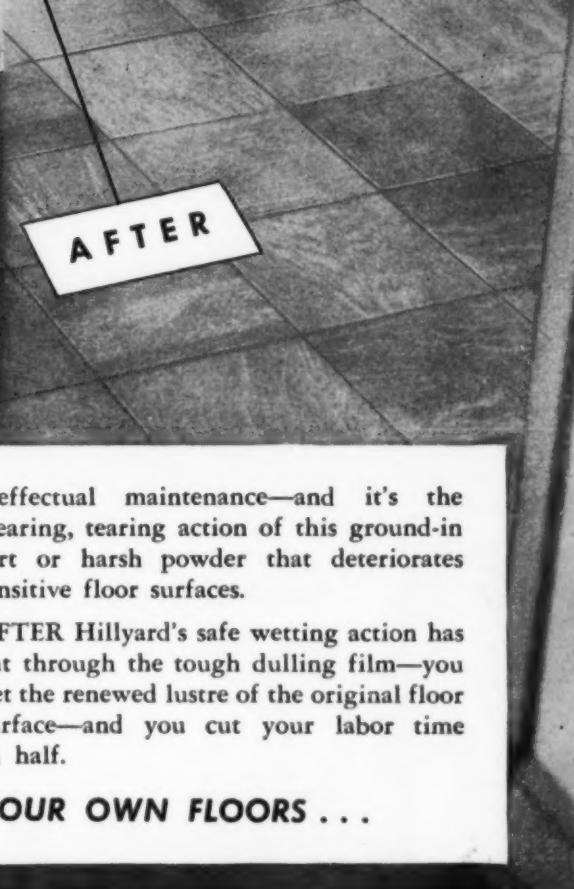
**Improves floors judged "clean"  
by ordinary methods**

**\*SUPER SHINE-ALL,**

Hillyard's neutral chemical cleaner used on floor pictured, with extra fast wetting acceleration, dissolves dirt by 100% cleansing action that emulsifies oils and greases. Eliminates rinsing which reduces cleaning costs up to 50%. (One of the few cleaners on the market with U/L approval "anti-slip.")

\*Reg. U. S. Trademark

**AFTER**



The section of floor left, maintained by ordinary methods, might "get by" on casual observance—but when compared to the bright clean appearance of the Hillyard-treated floor right—it's easy to see where "skim-the-surface" methods fail—and *specialized* Hillyard methods succeed.

What you see in the darkened (before) half—is the day by day "pile up" of dirty, grimy, soapy, oily residue left by

ineffectual maintenance—and it's the wearing, tearing action of this ground-in dirt or harsh powder that deteriorates sensitive floor surfaces.

AFTER Hillyard's safe wetting action has cut through the tough dulling film—you get the renewed lustre of the original floor surface—and you cut your labor time in half.

**SEE THIS DIFFERENCE ON YOUR OWN FLOORS ...**

**A HILLYARD FLOOR EXPERT WILL BE  
GLAD TO ASSIST YOU**

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Institution \_\_\_\_\_

Address \_\_\_\_\_

City \_\_\_\_\_ State \_\_\_\_\_

## SCHOOL BUILDING CONSTRUCTION

During the month of October, 1952, contracts were let for 14 school buildings, in 11 states west of the Rocky Mountains, at a total cost of \$9,661,098.

During the same period 69 projects were reported in preliminary stages of consideration, at an estimated cost of \$47,914,094.

During the month of September, 1952, Dodge reported contracts let, for 457 school buildings, to cost \$87,330,000. The contracts were limited to 37 states east of the Rocky Mountains.

## SCHOOL BOND SALES

During the month of September, 1952, sales of school bonds in the amount of \$72,903,000 were recorded. The largest sales were made in Georgia, \$32,027,000; California, \$4,258,000; Louisiana, \$4,111,000; Arizona, \$3,485,000; New Jersey, \$3,140,000; New York, \$3,510,000; Pennsylvania, \$5,745,000.

The average price of twenty bonds as of October 1 was 2.34 per cent.

## LARGE-CITY FINANCES

During the year 1951, the 41 cities having more than 250,000 population in 1950 had a total revenue of 4777 million dollars or \$137.13 per capita. During the same period these cities made total expenditures of 4,559 million dollars or \$130.89 per capita.

These cities reported total expenditures for education in the amount of 491 million dollars or \$14.11 per capita. The educational outlays represented an increase of 66 million dollars or \$1.92 per capita.

The local taxes of these 41 largest cities provided a revenue of 2125 million dollars or about two thirds of their total general revenue in 1951. This amount was up 6.7 per cent from the previous year's taxes. Property taxes supplied three fourths of all tax revenue, yielding 1535 million dollars or 6.2 per cent more than in 1950. The property tax revenue was equal to \$44 per capita or nearly one half of the total general revenue of the 41 cities. Sales taxes of various kinds produced 392 million dollars and other taxes 198 million dollars.

## SCHOOL FINANCE NEWS

► President Truman has increased the loan authorization for college housing projects from \$20,000,000 to \$60,000,000 for the fiscal year 1953. This brings to \$100,000,000 the total funds authorized by Congress under Title IV of the Housing Act.

► Granite City, Ill. The school board has adopted a tax levy of \$1,030,000 and a tax rate of \$1.20 for the school year 1953.

► Monrovia, Calif. A budget of \$1,011,900 has been adopted by the school district trustees.

► Rock Island, Ill. The school board has called for a tax levy of \$1,215 on the basis of a \$127,000,000 assessed valuation. It is expected that the board will approve a new budget of \$2,861,783 for the year 1953.

## AASA NOMINATIONS

The American Association of School Administrators in Washington, D. C., has announced the results of the primary ballot for AASA officers in 1953. Those nominated for president-elect for a one-year term are E. L. Bowsher, superintendent of schools, Toledo, Ohio; Jordan L. Larson, superintendent at Mount Vernon, N. Y.; and

H. I. Willett, superintendent at Richmond, Va.

For vice-president, those nominated are O. E. English, superintendent, Abington, Pa.; Philip J. Hickey, superintendent, St. Louis, Mo.; and Ralph D. McLeary, superintendent, Plainfield, N. J.

Nominated for member of the executive committee for a four-year term are George D. Hann, superintendent, Ardmore, Okla.; Starr M. King, superintendent, Beverly, Mass.; and Clyde Parker, superintendent, Cedar Rapids, Iowa.

## THE GRESHAM SCHOOL

(Concluded from page 41)

All other walls — wood frame with brick veneer  
Window sash — steel with D.S.A. glass  
Cafeteria and shower dressing room windows — non-breakable glass.

Floor construction — concrete slab on ground, with asphalt tile facing

Gymnasium floor — concrete slab on ground with waterproofing, sleepers, and treated maple floor facing

Heating — low pressure steam, oil fired boilers, steam supply lines in trenches under floors

Classroom heating — unit ventilators with automatic, pneumatic control

Auditorium and cafeteria heating — independent with fans, coils, and air supplied through ducts and ceiling outlets

Classroom roof construction — exposed structural timbers, 8 ft. o.c. with light steel trusses at the same spacing. Roof deck of 2 in. T & G material, ceiling of 2 by 4 rafters supported by bottom chord of truss

Gymnasium roof — arched rib trusses, timber structures

Cafeteria roof — light steel trusses

Roofing — three ply, asbestos felt mopped on; top coated with aluminum sprayed-on coating

Doors — birch

Corridor wainscoting — masonite enameled

Walls — plaster

Ceilings — acoustical plaster throughout

Electrical equipment includes program clocks, buzzers in classrooms, bells in corridors, outside horns

Fire alarm — single stroke bells with coding device

Public address system — conduit only provided

Cost, \$386,780; cost per square foot, \$8.40

**EXTRA YEARS**  
**of Clean, Safe, Quiet Operation**  
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Engineered Posture—Functional Design.

Pressed steel construction—unusual strength.

Solid northern hard maple tablet arm and top.

Tough "CELSYN" finish resists marring and scratching.

Chair desk top adjusts to and from student as well as up and down.

Back automatically adjusts for proper support in

Study or recitation positions—posture correct!

Large rubber cushioned steel glides are kind to floors.

Finished in beautiful suntan color—engineered color harmony.



# PEABODY

NORTH MANCHESTER, INDIANA

## ADVENTURE IN COMMUNICATION

(Concluded from page 32)

per cent of the 138 said that the arrangements at the individual schools was excellent.

Bearing out the writer's contention regarding the excellence of the day as a medium of communication was the finding that half of those replying indicated that they wished to visit elementary schools at a future date. Half of these men and women expressed interest in visiting schools which are coping with specific neighborhood or social problems. This finding alone is of importance to teachers, as they realize that these reputedly hardheaded business people are on the lookout for school services designed to ameliorate conditions which make it difficult for some boys and girls to gain an education. Teachers can learn much from these day observances, but perhaps no more than can those who visit the schools. Mutual interest in the problems of education must of necessity follow wholehearted presentation of the school and its program.

"Partners in a Joint Task," was the slogan for the day. And partners it must be if the schools are to meet the demands of the community and of business. The schools are learning from such events and the many other similar though smaller-scale events during the year, that communication is the trick, and if you can do it you can make public education as important in the thinking of businessmen as it is to the school people themselves.

## PERSONAL NEWS

► CHARLES GILMAN, formerly auditor of the New York City board of education, has been appointed to the newly created position of administrator of business affairs. The position is one of three top jobs created on the recommendation of the Strayer-Yavner survey committee and carries a salary of \$22,500.

► HOWARD K. DICKSON has been elected president of the Kern County board of education at Bakersfield, Calif. The newly reorganized board consists of President Dickson, John Prueitt, Eugene Johnson, Lawrence Jacobsen, and Jesse D. Stockton, secretary.

► JOHN J. STONE has been elected president of the board of education of Danbury, Conn.

► MRS. CHARLES GOELZ has been re-elected president of the board at Milford, Conn.

► MRS. FRANCES SCHOENBERG has been elected a member of the board at Oxford, Conn.

► DR. WALTER LOWE HERVEY, a member of the board of education of New York City for 34 years, died at his home October 14, at the age of 90. He had been retired since 1932. Dr. Hervey was a prominent scholar of Latin and Greek and had taught those subjects in secondary schools before taking his doctorate.

► LEONARD ELIJAH has been elected secretary of the board of school trustees of Fergus County High School, Lewistown, Mont., to succeed Ralph Duba.

► WARREN TUCKER is the new president of the board of education in Ruidoso, N. Mex. DR. W. D. HORTON has been appointed a member of the board, to succeed Dr. D. E. Snyder.

► THOMAS HUNDLEY has been elected president of the board of education at Green Bay, Wis., to succeed Dr. G. J. Mortell.

► Three changes have occurred in the membership of the board of education at Paxton, Ill. The three new members are JOHN HUSTEDT, JR., BERNARD ROLLE, and ARTHUR STEVENSON.

► WILLIAM CASSIDY has been elected president of the school board at North Braddock, Pa. FRANK FOSTER has been elected vice-president.

► ALBERT KOGELMAN, JR., has been appointed a member of the board of Forward township near McKeesport, Pa.

► RALPH M. CARDINAL, JR., has been elected president

of the board of education of Malone, N. Y., for the year 1952-53.

► St. Louis, Mo. The board of education has elected OSCAR A. EHRRHARDT as its president after 46 ballots.

► SPENCER W. MYERS is the new superintendent of schools at Flint, Mich. He succeeds Mark Bills, who resigned.

► OTTO G. RUFF, of Lincoln, Neb., has accepted the superintendency at Scottsbluff, where he succeeds Charles Davis, Jr. Mr. Ruff was formerly director of veterans and adult education in the State Education Department.

► FRANK ST. CLAIR, of Charlotte, N. C., has been appointed director of school construction for Montgomery County, Va. He succeeds William Whalem, resigned.

## ELECTED CHAIRMAN

Robert A. Bennett, a member of the Keene, N. H., board of education during the past six years, has been elected chairman for 1952-53.

As chairman of the finance committee, Mr. Bennett has been instrumental in raising the local tax rate to 1.29, for financing a bond issue necessary to complete a new 28-room junior high school, two additions to elementary schools, and a physical education building at the high school.

The local Fuller-Bartlett Fund, of which Mr. Bennett is a trustee, is aiding the public schools in providing funds for evening adult education classes enrolling 500 students.



Robert A. Bennett,  
Keene, N. H.

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Write for:

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sinks

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shower compartments  
laboratory table tops

toilet stalls  
window stools  
shelves

P S G P

Pennsylvania Slate Producers Guild, Inc.  
205 Realty Building • Pen Argyl, Penna.



## NSBA CONVENTION

(Concluded from page 10)

Vernon Room transformed into a festive banquet hall for the event which will bring the three-day meeting to its highest point of interest and to its conclusion for another year. Good food, a fine program of music provided by the Atlantic City High School, notable guests at the speaker's table, and the address of the evening will feature the occasion. The speaker will be Dr. Kenneth McFarland of Topeka, Kans., noted educational consultant, lecturer, and director for General Motors, *The Reader's Digest*, and American Trucking Associations, Inc. His services are being made available to the N.S.B.A. through the courtesy of the last mentioned organization, and anyone who has heard Dr. McFarland speak will realize what a stimulating and challenging experience is in store for us this year.

## SCHOOL DISTRICTS

(Concluded from page 21)

be taken into consideration in determining the result. Or, as the court put it, ". . . it is generally held that the term 'qualified voter' in a provision as to the proportion of voters necessary for the adoption of a measure refers, not to those qualified and entitled to vote, but to those qualified and actually voting."

School boards contemplating district re-

organization proceedings — particularly in Michigan — might well consider these judicial principles.

## ART EDUCATION COMPENSATIONS

(Concluded from page 23)

the broadening experience of the museum. In short, one object of an art program should be to aid boys and girls to develop into adults who will have a sensitivity to the world about them.

It should be instilled in the student that it is not just in museums that we find perfection. An approach to perfection can and should be found in the school, in the home, and in the community. The school offers a golden opportunity to exemplify cleanliness, order, simplicity. Allow the child to share in arranging bulletin boards, exhibits, flowers, and especially in caring for the grounds of the school. This is bound to carry over into the home.

Art enters into the life situation today just as it has throughout the history of mankind. Once we provide a rich background for our youth they will be better men and women; freer and happier and able to serve their community in a more discriminatory manner. If the art experience has been rich and continuous throughout the school period, it is safe to assume that the public school child will be better adjusted to life and above all

he will be a contributing factor toward a greatly improved civilization.

## LOCAL TAXES FOR SCHOOLS

(Concluded from page 26)

Thus it seems a practically acceptable as well as a theoretically desirable reform.

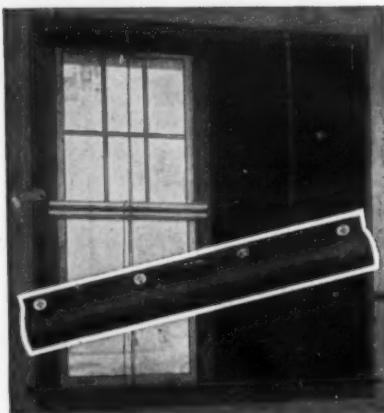
In conclusion, here is the program for strengthening school self-support presented in this paper: (1) in large cities where city governments operate school systems, the use of nonproperty tax sources; (2) general improvement of assessment procedures; (3) current collection of property taxes.

It is possible that a decade of high level economic activity, rising prices, and lagging school costs have deadened our apprehension of economic reverses and have made us indifferent to much needed fiscal reforms. In many instances we have been getting by only because the economy was riding high. In the immediate offing, however, large additional demands on the common school system will be made and if these are accompanied by a material slackening in the tempo of economic activity, the best known fiscal practices will be none too adequate to deal with the problems that will arise.

► DR. GEORGE V. HALL, director of research in the San Diego, Calif., public schools, has been appointed assistant superintendent in charge of instruction. He succeeds Dr. Robert Jenkins, who has gone to Ridgewood, N. J., as city superintendent of schools.

## How Many Classrooms Will One Set of PAKFOLDS Darken?

**PORTABLE  
PAKFOLDS  
SERVE  
BEST . . .  
COST  
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PROTECTED BY PATENTS

Portable PAKFOLDS make *every* room a visual education room! One set of PAKFOLDS serves throughout the building. PAKFOLDS attach instantly . . . no ladders to climb; no screws or complicated mechanisms. Available for large or small windows, in any length or width.

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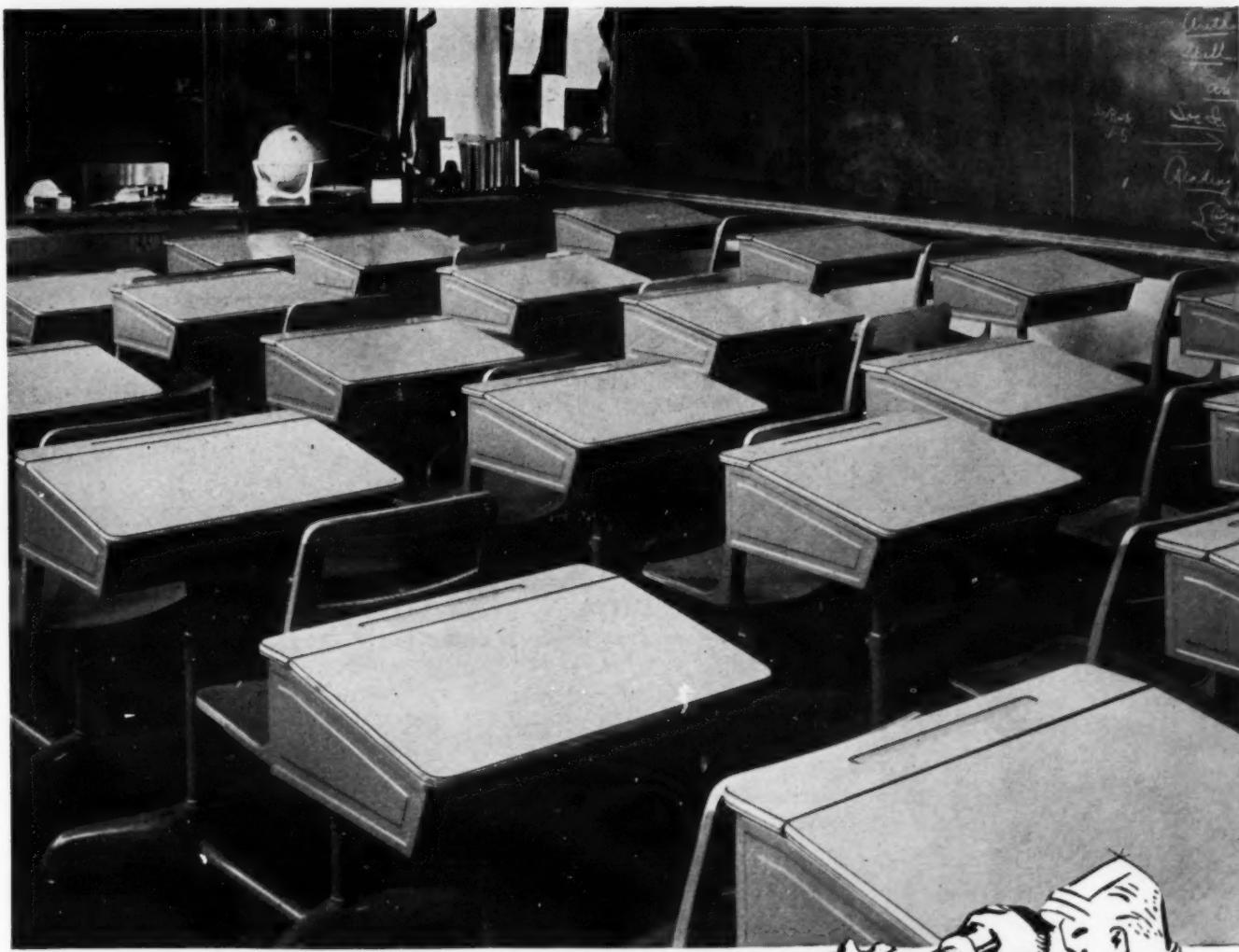
## Far-Sighted Choice for Sound Planning



## TUBULAR STEEL SCHOOL FURNITURE

**In Carefully Graded Sizes**

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Heywood-Wakefield School Furniture Division  
Menominee, Michigan.*



Decks in the photograph are topped with G-E Textolite in the popular Birch wood grain finish.

## When class rooms have to double as lunch rooms . . .



### *That's Still Another Reason for G-E Textolite\* Desk Tops*

COMMON to so many schools today, the Forest Ridge School of Midlothian, Illinois, is seriously crowded, forcing children to eat their lunches at their desks.

Here the stain-proof qualities of G-E Textolite plastic tops pay an extra dividend. No particles of food can lodge in their hard, smooth surfaces — spilled foods cannot stain them — a swish of a damp cloth restores their original brightness.

\* Reg. U. S. Pat. Off.

Write for color chart and installation information.

Mr. Lee R. Foster, Superintendent, chose G-E Textolite tops after seeing how well plastic tops stood up in commercial installations. He reasoned, and rightly so, that G-E Textolite desk tops would last years longer.

G-E Textolite is scuff and mar-proof — ink won't stain it — ordinary acids won't hurt it. Available in a wide range of colors and wood grain patterns.

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## News of Products for the Schools



Your chalkboard is a very necessary teaching tool. Preserve that board by using HYGIEIA Dustless Chalk. It helps protect precious eyesight by marking clean, white and more legibly... HYGIEIA Chalk contains no grit, clay or grease. It is absolutely DUSTLESS and noiseless and erases quickly and cleanly.



The Hygieia Chalkboard cleaner does away with messy board washing. The Latex side erases chalk marks... the leather side thoroughly cleans the board. It saves time! It saves wear!



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Specify HYGIEIA—The universal favorite of schools everywhere!

Write for free circular "Utilizing the Chalkboard".  
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**BE RIGHT—SPECIFY  
OLD FAITHFUL PRODUCTS**

The American Crayon Company  
Sandusky, Ohio  
New York

### Rubber Base Formula Protects Concrete Floors

A new rubber-base paint formula is designed to protect concrete floors from traffic wear, moisture, chemical, and cleaning compound attacks. Tropical Floorkote enamel, developed on a synthetic rubber-resin base, not water latex emulsion, can be applied equally well to old concrete or new, uncured concrete, to basement floors and to floors laid directly on the ground over cinder fill. It dries in four hours to a rich gloss. It seals the floor and will not react with caustic soaps or cleaning compounds, cannot saponify or rub off because of alkalis present in the concrete.

For additional information write to *The Tropical Paint & Oil Company, Section S.B.J., Cleveland 2, Ohio.*

(For Convenience, Circle Index Code 0143)



### UNIQUE SHAPED ARM

facturing Company, Section S.B.J., Green Bay, Wisconsin.

(For Convenience, Circle Index Code 0145)

### "Air-Flow" Steel Locker Provides Sanitary Storage

The "Air-Flow" Steel Locker meets the requirements of an ideally equipped and ventilated modern locker room. Circulation of clean, treated air through the locker by means of a built-in ventilating system removes odors and keeps clothing fresher and drier. A louvered, sloping bottom with shoe holder prevents dirt and trash accumulation inside the locker, and speeds drying of wet shoes. Smooth flush-front design and an elevated dressing bench make both the locker exterior and locker room floor easier to keep clean. Other equipment includes a special hat holder, storage shelf, coat rod and hooks, and automatic locking device.

A folder showing installation and ventilation details is available on request from the manufacturer, *Penn Metal Corporation of Penna., Section S.B.J., 50 Oregon Ave., Philadelphia 48, Pa.*

(For Convenience, Circle Index Code 0144)

### Desk-Styled Arm Chair New Feature

A variation in the Norcor 500 Series is the "desk styled" tablet arm chair which features ample writing space and arm support because of its unique shape; wide leg spread to minimize tipping; form fitting plywood seat; and one-piece embossed steel book compartment.

For information write to *Norcor Manu-*

### Nine Motion Pictures Available for Showing

Nine motion pictures in the Du Pont Company's film lending library are now available for general showings, according to a new illustrated booklet just issued by the company. Ranging from 19 to 39 minutes' running time, the films cover such subjects as nylon, rayon fabrics, dyes, and chemical research, as well as the story of the company's 150-year growth. They are loaned without charge.

Copies of the booklet telling about the nine Du Pont films may be obtained by writing *E. I. du Pont de Nemours and Company, Advertising Department, Motion Picture Distribution, Section S.B.J., Wilmington 98, Del.*

(For Convenience, Circle Index Code 0146)

### 1952 Educational Film Guide Made Available

The 1952 annual cumulation of the Educational Film Guide (H. W. Wilson Co., New York 52), called "the best single printed source of information," indexes 1670 16mm. films, including many "free films," released during the period from November, 1951, to May, 1952. This brings the total available films located through the *Guide* to well over 9900, with each Supplement adding new releases to this total.

For information, write to the *H. W. Wilson Company, Section S.B.J., 950-972 University Avenue, New York 52, N. Y.*

(For Convenience, Circle Index Code 0147)

(Continued on page 68)

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Home Economics Laboratory of South Dakota State College, Brookings, S. D., before and after modernizing with Crosley products.

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Crosley products are available for instruction purposes at special prices to Accredited Home Economics Departments of Schools and Colleges, County Home Demonstration Groups, R.E.A. and Utility Home-Service Departments. Replacement of ranges, refrigerators, freezers, and television receivers once each year for five years, or as soon thereafter as comparable models are released, at cost of delivery and installation. Maintenance service for one year at no charge. In many instances, schools are exempt from Federal Excise Tax.

**Important:** Crosley Automatic Dishwashers, Sink Units, Base and Wall Cabinets and Vinyl-on-Steel Continuous Counter Tops are also included in Crosley's Special Educational Purchase Plan . . . a great saving for you!

**CROSLEY PRODUCTS INCLUDE:** Shelvador® Refrigerators, Shelvador® Freezers, Electric Ranges, Range and Refrigerator Pantries, Automatic Dishwashers, Sinks, Electric Food Waste Disposers, Steel Wall Cabinets, Steel Base Cabinets, Vinyl-on-Steel Continuous Counter Tops, Handy Accessories, Automatic Television, Kitchen Radios, Room Air Conditioners.

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Division



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**Better Products for Happier Living**

## News of Products . . .

(Continued from page 66)

### Remote Type Water Cooler Developed

Fifty degree drinking water can be served through several wall fountains from a remote type Westinghouse Electric Water Cooler. A water-cooled model is available where the demand is heavy. The water cooling chamber of both models is of brass with the interior surface heavily tin-plated. The refrigerant flows through coils of copper pipe. The chamber is insulated by granular cork sealed in an air- and moisture-tight enclosure. All water-carrying parts are insulated to eliminate sweating.

For further information about the remote water cooler, write Westinghouse Electric Appliance Division, Section S.B.J., 653 Page Blvd., Springfield 2, Mass.

(For Convenience, Circle Index Code 0148)

### Low-Priced Tape Recorder for Lectures

A low-priced tape recorder excellent for playback of lectures and school programs, for movie and slide commentary, language instruction, speech therapy and many other valuable applications is now available. Featuring piano-key type pushbuttons for se-



FOR PLAYBACK PURPOSES

lection of operating functions, this recorder is easily used by both faculty and students. Operating functions include Fast Forward, Playback, Stop, Record and Fast Reverse.

For additional information write to Allied Radio Corp., Section S.B.J., 833 West Jackson Blvd., Chicago 7, Ill.

(For Convenience, Circle Index Code 0149)

### Screen for Three Dimension Projection Announced

Three dimension projection has brought the greatest advancement in recent years towards the goal of showing truly lifelike images on a screen. As a result, interest in stereo projection has become widespread. Radiant Screen Corp. is now manufacturing the "Stereo-Master," a new portable screen that clearly brings out the depth of three dimension pictures. Brilliant pictures are obtained on an aluminum treated surface that is made perfectly tight and flat. This fabric tension is produced by the "Tensi-Lock," a simple ratchet device. The projection surface rolls out of its protective metal case, enabling the screen to be set up in less than a minute.

For further information contact Radiant Manufacturing Corp., Section S.B.J., 2627 W. Roosevelt Rd., Chicago 8, Ill.

(For Convenience, Circle Index Code 0150)

### Transfer From Standard to Portable Simplified

A distinctive color style Finger Flite Champion is the newest Underwood portable typewriter. Finished in new fashion-tone gray and blue this functionally designed personal writing machine, with its fashion-flite carrying case, has a standard size typewriter keyboard, "See-Set" margins and "Key-Set" tabulation. With this

(Continued on page 70)

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- Heavy-duty frames, springs, axles, clutches and brakes assure lasting economy, extra safety.
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## INTERNATIONAL TRUCKS

"Standard of the Highway"

International Schoolmasters seat from 16 to 66 passengers. 5 models, GVW ratings from 12,500 to 24,000 lbs. Wheelbases—115, 134, 154, 172, 208, 226, 244, 247 inches.



## News of Products . . .

(Continued from page 68)



### S-T-R-E-T-C-H YOUR SCHOOL BUDGET WITH TODAY'S MOST ECONOMICAL SCHOOL TOWELS

For the true economy that only real quality can deliver . . . it's McArthur Super-Gym and Super-Turk School Towels. Thirsty, large (20" x 40") shrunk size towels made to provide from 350 to 500 uses and launderings. Plus this, the economical McArthur School Towel Plan and free towel repair service gives you extra dividends.

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New York State Representative: Vern Volland, 19 Fairchild Drive, Eggertsville 21, N. Y.

new portable typewriter there are no difficulties involved in transferring from a standard to a portable machine. The distances and intervals between the keys on standard typewriters used in business offices throughout the world.

For additional information, write to *Underwood Corporation, Section S.B.J., 1 Park Avenue, New York 16, N. Y.*

(For Convenience, Circle Index Code 0151)

## Descriptive Material

► Emphasizing the importance of the purchasing department and its place in the top ranks of management planning, a new booklet entitled, "Purchasing Procedures to Save Time and Money," outlines several time and money saving procedures for fast, precision purchase action. This booklet, known as X-1202 can be obtained by writing to *Remington Rand Inc., Section S.B.J., 315 Fourth Avenue, New York 10, N. Y.*

(For Convenience, Circle Index Code 0152)

► A color folder, "Photographic Interpretations of Grades of Northern Hard Maple Flooring," is available from the *Maple Flooring Manufacturers Association, Section S.B.J., Suite 548, 35 E. Wacker Drive, Chicago 1, Ill.*

(For Convenience, Circle Index Code 0153)

► The complete Protect and Project 2 x 2 Index Slide System of the GoldE Manufacturing Company is described in colorful, detailed literature now available from the GoldE Manufacturing Company, who also manufacture the new Coronet 2 x 2 Slide Projector, *Section S.B.J., 4888 N. Clark Street, Chicago 40, Illinois.*

(For Convenience, Circle Index Code 0154)

► A catalog of teaching films and filmstrips and correlation study may be obtained without obligation by writing to *Young America Films, Inc., Section S.B.J., 18 East 41st St., New York 17, N. Y.*

(For Convenience, Circle Index Code 0155)

► A Bituminous Coal Research publication which shows operators of small stationary plants how to reduce dust (cinder and fly ash) in stack gases is available from *Bituminous Coal Research, Inc., Section S.B.J., 2609 First National Bank Building, Pittsburgh 22, Pa., at a nominal price.*

(For Convenience, Circle Index Code 0156)



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## Descriptive Material

► A complete Herman Nelson Unit Heater Catalog describing both vertical and horizontal shaft units, is now available from the Heating and Ventilating Department, American Air Filter Company, Inc., Section S.B.J., 215 Central Ave., Louisville, Ky.

(For Convenience, Circle Index Code 0157)

► "How To Plan A School Workshop," is the title of a booklet offered by Delta Power Tool Division of Rockwell Mfg. Co., Section S.B.J., Dept. SW-D1, Pittsburgh 8, Pa.

(For Convenience, Circle Index Code 0158)

► A new plan to cut payroll costs and speed completion of paychecks by mechanized accounting methods is the subject of a booklet entitled "The Fastest Known Way to Produce Paychecks," just released by Remington Rand Inc., Section S.B.J., 315 Fourth Ave., New York 10, N. Y.

(For Convenience, Circle Index Code 0159)

► "The Key to Gymnasium Floor Finishing," a handy 6-page folder containing needed information on how to line new and old basketball courts . . . the proper preparation and care of gymnasium and other wood floors . . . and the correct use of floor finishing and maintenance products, is available from Huntington Laboratories, Inc., Section S.B.J., Huntington, Ind.

(For Convenience, Circle Code Index 0160)

► "Kitchen Equipment for High Schools and Colleges" is a title of a pamphlet available from the Crosley Division of the AVCO Manufacturing Corporation, Section S.B.J., Cincinnati, Ohio.

(For Convenience, Circle Code Index 0161)

## Manufacturer's News

► Elliott "Jack" Spratt, Secretary of the Hillyard Chemical Co., of St. Joseph, Mo., has been elected president of the Producers' Council, Inc., for 1953. The Producers' Council, a nationwide organization of building product manufacturers is dedicated to expanding the overall market for building materials and equipment — and furthering the acceptance of new materials and methods. It is affiliated with the American Institute of Architects. As the incoming president of



ELLIOTT SPRATT

this association, Mr. Spratt brings to his new duties, years of success in the field of floor treatment and maintenance products, as well as an outstanding record as a leader in civic and national affairs. In a sales capacity, later as company executive, he has participated in the growth of the Hillyard Chemical Company to a position of national and international prominence. Long recognized a pioneer leader in better floor treatment products and labor-saving methods of floor care for industry, the company has been a member of the Producers' Council for many years.

► The Libbey-Owens-Ford Glass Company has acquired all the properties and assets of the Corrulux Corp., Houston, Tex. Corrulux produces a complete line of reinforced Fiberglas plastic panels, translucent, flexible and colored which are widely used for skylights, awnings, partitions, shower doors, windbreaks, patio coverings, and numerous other uses in modern building construction.

## Check List of Advertisers, New Supplies, and Equipment

To facilitate use of this index, a code number identifies the advertisements and new supplies and equipment carried in this issue. The page reference is also included. In requesting further details, subscribers may write direct to the individual companies or may use the coupon when requesting information from a number of firms.

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For information on products, services, booklets, and catalogs, advertisers may simply encircle the code number identifying a product. (Clip and mail the coupon below to THE AMERICAN SCHOOL BOARD JOURNAL. Your request will receive prompt attention.)

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Please send information offered in the advertisements we have encircled.

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### NEWS OF PRODUCTS FOR THE SCHOOLS

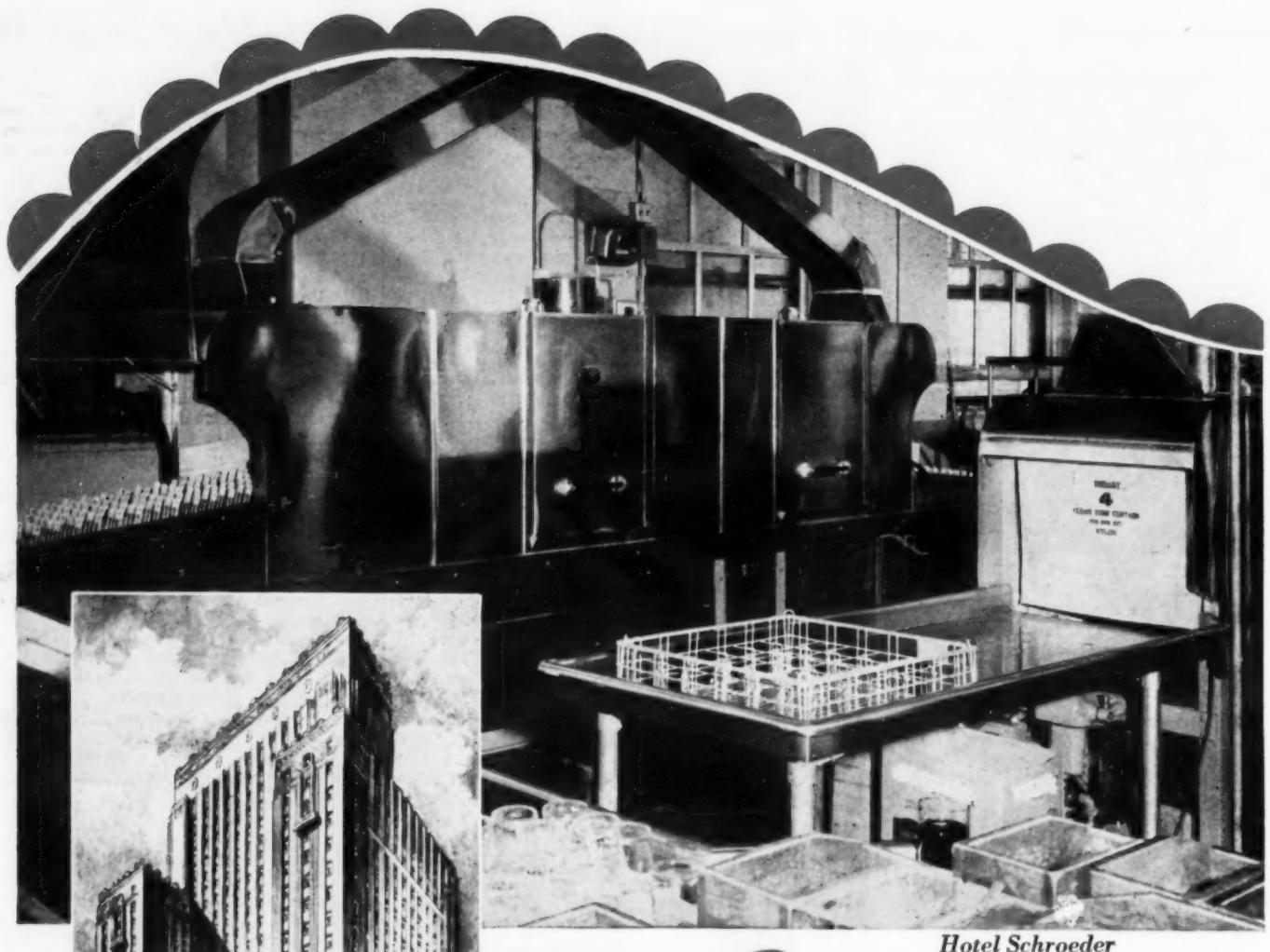
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*Cleans  
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Hotels, proud of their guest service, are equally zealous of their behind-the-scenes techniques for maintaining such service. A mammoth new machine, such as this, representing an important capital expenditure deserves a detergent that will work with it. Invino performs quickly, positively and gives maximum life to your dishwashing machine. What's more, it gives china and glassware that sparkle which comes from perfect cleanliness. Exhaustive tests have earned for Invino and Defenso the coveted acceptance of the American Hotel Association.



## Only Honeywell has this "magic" ventilation control that helps stop classroom shivers!

IT'S NOT ALWAYS this easy to see when a student is uncomfortable. But if you have a slow-acting ventilation system, one that allows temperatures to "lag" behind the thermostat—chances are your students may be uncomfortable even if they don't show it!

Now, the remarkable new Reset Relay, made only by Honeywell, prevents this cause of classroom shivers through instant control of the ventilator, and keeps room temperatures from "seesawing." This swift, dependable operation—almost magical in accuracy—keeps temperatures *constantly comfortable*, even in coldest weather!

This is but one example of Honeywell's *better* temperature control. Today, in hundreds of schools, Honeywell

systems are providing the level temperatures, adequate fresh air and proper humidity so essential to proper classroom environment. And Honeywell controls have been proven to be *more accurate, more dependable!*

Whatever your requirements—electronic, electric or pneumatic controls for heating, ventilating, hot water, and refrigeration equipment—Honeywell can meet them—and also offer you the valuable technical advice and service of an experienced staff located in 91 key city offices from coast to coast.

So whether you're modernizing or building a new school, call Honeywell. Or for a copy of the booklet "Honeywell Control Systems for the Modern School," write Honeywell, Dept. AJ-12-28, Minneapolis 8, Minn.

*Now...  
constant  
comfort  
in any  
weather!*



Whether your school is old or new, you can install this Reset-Relay—the finest pneumatic control ever developed. (Shown above under the Honeywell Gradustat.) It can be used on pneumatic heating, ventilating or humidity systems—wherever a close control of temperatures is desired. It reduces temperature "lag" by 90%, gives greater stability with no "hunting" or "cycling," and allows you to keep the temperature constant no matter how severe or mild the weather.

MINNEAPOLIS  
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*First in Controls*



## -COMFORT

WHEN COLD WALLS AND  
WINDOW DOWNDRAFT  
ROB THE BODY OF HEAT



With room-air temperature evenly maintained, downdraft from large cold windows may remain the robber of comfort.

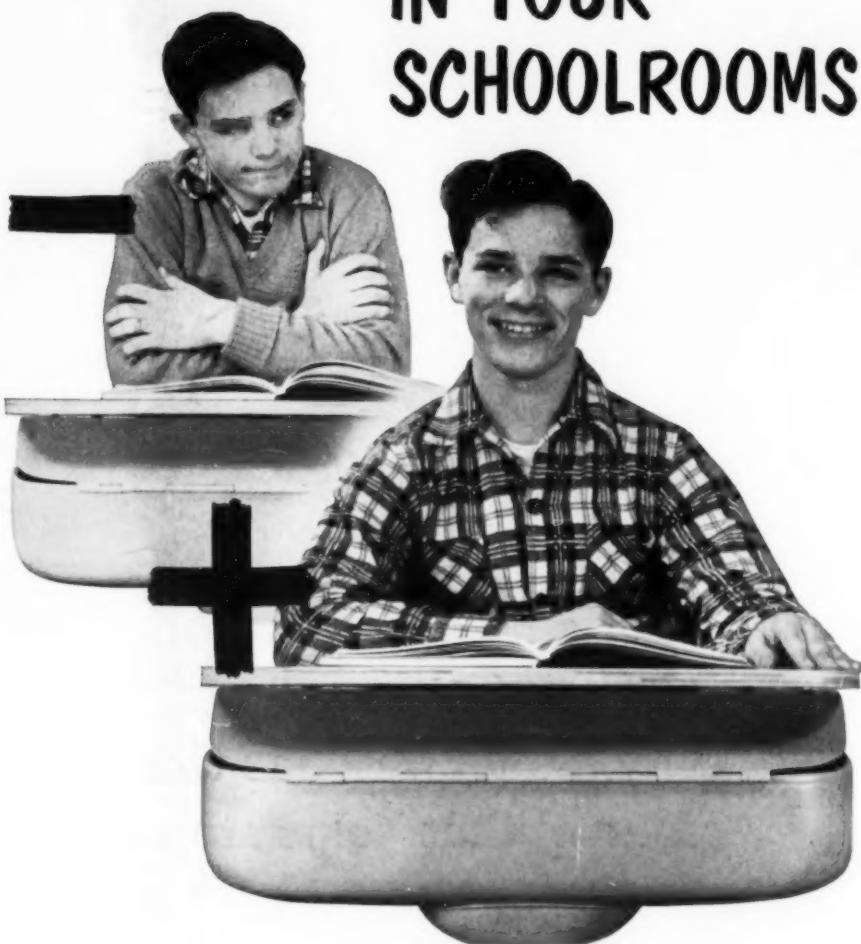
## +COMFORT

WHEN NESBITT SYNCRETIZER  
AND WIND-O-LINE RADIATION  
PROVIDE A THERMAL BLANKET



The Syncretizer and Wind-o-line temper downdraft, raise it out of impression range, improve thermal balance.

# GET ON THE PLUS SIDE OF COMFORT IN YOUR SCHOOLROOMS



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HERMAL COMFORT in the schoolroom is more than a matter of maintaining the desired uniform classroom temperature. The human body finds comfort in a narrow range of atmospheric conditions in which neither heat loss nor heat production is excessive.

The radiant temperature differential of cold walls and windows, and especially the chilling effect of a cold window downdraft can *subtract* from the comfort indicated by the thermostat.

These important facts should be kept in mind while selecting schoolhouse heating and ventilating units—a lifetime investment in comfort.

The Nesbitt Syncretizer functions in accordance with today's knowledge. After heating up

the classroom to the desired temperature, the Syncretizer provides—all day long, without interruption in occupied rooms—a refreshing stream of tempered air, automatically controlled to keep the occupants within the comfort zone of thermal equilibrium.

This Nesbitt Thermal Blanket protects against the most inclement outdoor air. For, in cases where large window areas and frigid exposures will create a discomforting downdraft, Nesbitt Wind-o-line Radiation is integrated with the Syncretizer. Thus, a heat *gain* is made available where a heat *loss* is encountered—a natural law of thermostatics—and even the pupils near the windows are kept on the *plus* side of comfort.

**NESBITT** *Syncretizer* **WITH WIND-O-LINE**

MADE AND SOLD BY JOHN J. NESBITT, INC., PHILADELPHIA 36, PA. SOLD ALSO BY AMERICAN BLOWER CORPORATION

